

- SENIOR CITIZENS
- RELOCATION — RELOGEMENT
- METROPOLITAN PLANNING
- L'IMMEUBLE ET L'URBANISME
- REAL ESTATE AND PLANNING
- TRIANGLE ST-LAURENT RICHELIEU
- COMMUNITY TELEVISION SYSTEMS
- REVIEWS — CRITIQUES

COMMUNITY PLANNING REVIEW

REVUE CANADIENNE D'URBANISME

VOLUME VI, NUMBER 3

SEPTEMBER 1956

COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

President	Sir Brian Dunfield	St. John's
Vice-Presidents	C.-E. Campeau	Montreal
	Albert Rose	Toronto
Executive Councillors	H. S. M. Carver	Ottawa
	P. Alan Deacon	Toronto
	J. I. McVittie	Halifax
	Eric W. Thrift	Winnipeg
Councillors	Gordon R. Arnott	Regina
	Eric Cook	St. John's
	Miss Jean Downing	Regina
	J. P. Dumaresq	Halifax
	Leonard Gertler	Edmonton
	C. E. Joslyn	Winnipeg
	W. T. Lane	Vancouver
	Miss M. Louise Lynch	Saint John
	Frank MacKinnon	Charlottetown
	Henry Moyse	Summerside
	G. R. Robins	Lethbridge
	P. R. U. Stratton	Vancouver
	Denis Tremblay	Sherbrooke
	E. A. Willis	Moncton

Director: Eric Beecroft

Secretary Treasurer: Miss J. M. Laventure

NATIONAL OFFICE: 77 MacLaren Street, Ottawa 4

COMMUNITY PLANNING REVIEW

REVUE CANADIENNE D'URBANISME

Editor: ERIC BEECROFT

Volume VI, Number 3. Ottawa, September 1956

COMMUNITY PLANNING ASSOCIATION OF CANADA
L'ASSOCIATION CANADIENNE D'URBANISME

CONTENTS

Table des MATIÈRES

FOR OLDER PEOPLE NOT SEGREGATION BUT INTEGRATION	<i>Lewis Mumford</i>	92
HOUSING FOR SENIOR CITIZENS – THE NEXT STEP	<i>P. R. U. Stratton</i>	97
<i>L'HABITATION POUR LES CITOYENS ÂGÉS– LE PAS SUIVANT</i> <i>Abrégé de l'article de M. Stratton</i>		102
Summary of Senior Citizens Projects Approved under Section 16 of the National Housing Act		104
Statistics relating to senior citizens		105
Bibliographical Notes		106
<i>L'IMMEUBLE ET L'URBANISME</i> REAL ESTATE AND COMMUNITY PLANNING	<i>Charles-Édouard Campeau</i>	107
<i>LE TRIANGLE ST-LAURENT RICHELIEU</i> with English Summary	<i>George S. Mooney</i>	115
COMMUNITY TELEVISION SYSTEMS	<i>W. A. Cumming</i>	121
JOINT PLANNING FOR METROPOLITAN REGIONS	<i>H. B. Mayo</i>	125
RELOCATION	<i>Anthony Roberts</i>	130
<i>Le relogement des familles déplacées</i> <i>Résumé de l'article de M. Roberts</i>		132
REVIEWS – CRITIQUES		
"Du plan de la maison au plan de la cité"	<i>Odilon Gagnon</i>	133
"... We are all offenders as well as victims"	<i>Nigel H. Richardson</i>	135

Volume VI, No. 3
September
1956

Authorized as second class mail, Post Office Department, Ottawa.
Autorisé comme envoi postal de 2e. classe, Ministère des Postes.



THE FAIRHAVEN, BURNABY, B.C.

Photo: Artray Ltd.



KIWANIS VILLAGE, VICTORIA, B.C.

Homes for Senior Citizens in British Columbia

THE FAIRHAVEN has been developed and operated by the United Church Social Service Department. It provides homes for 140 people, including 32 cottages for couples, renting for \$25 a month plus a stove charge of \$2.

KIWANIS VILLAGE in Victoria provides homes for 76 people: 34 couples and 8 single. Sponsored by the Kiwanis Club, it was financed by private contributions and by a loan under the limited dividend provisions of the National Housing Act. See also pages 100 and 101.

With the generous permission of the ARCHITECTURAL RECORD, we reprint here the timely and challenging article by Mr. Lewis Mumford which accompanied the RECORD's special study of BUILDING FOR THE AGING in its issue No. 234 of May 1956.



For Older People —

NOT SEGREGATION BUT INTEGRATION

by Lewis Mumford

Probably at no period and in no culture have the old ever been so completely rejected as in our own country, during the last generation. As their numbers have increased, their position has worsened. The breakup of the three-generation family coincided here with the curtailment of living space in the individual household; and from this physical constriction has come social destitution as well. Unwanted in the cramped small home, even when they are loved, and too often unloved because they are unwanted, the aged find their lives progressively meaningless and empty, while their days ironically lengthen. The years that have been added to their portion have come, unfortunately, at the wrong end of their lives.

Now the problem of housing the aged is only one part of the larger problem of restoring old people to a position of dignity and use, giving them opportunities to form new social ties to replace those that family dispersal and death have broken, and giving them functions and duties that draw on their precious life experience and put it to new uses. "Old age hath yet his honor and his toil," as Tennyson's Ulysses put it. The first step toward framing a sound program is, I believe, to examine the human situation as a whole, not to center attention solely upon the problems of destitution, chronic diseases, and hospital care. We shall not, perhaps, be able to care for the aged, on the scale their needs and our national wealth demand, until we are ready to put into the re-building of human communities something like the zeal, the energy, the skill, the dedication we give to the monomaniac production of motor cars and super-highways.

As things are now, the process of aging seems to go through three stages. The first, which begins around the age of forty-five, but may not be final for another twenty years, brings liberation from biological repro-

duction and increasing detachment from the active nurture of children within the family. For the sake of their own growth and independence, young people start at the earliest possible moment to live by themselves. Poverty or a housing shortage may prolong the two-generation family or even restore, in shaky desperation, the three generation family. But in general early marriages and early child bearing hasten the hiving off of the next generation.

Some time during this period of transition, those who have maintained a household big enough for a large family find their quarters empty but burdensome: for they are too expensive for their incomes, and even too large to keep clean, except at an extravagant cost in menial service. In cities, this leads either to a re-making of the single family house, if owned, into multiple dwellings, or to removal to a small apartment. This shrinkage of space is often accompanied by other losses, such as the breaking of neighborhood ties, the abandonment of a garden and a workshop; and that in turn brings about a further contraction of opportunities and interests. Mark the result: well before senescence has set in, even people in the upper income groups, in robust health, may find the orbit of their lives uncomfortably narrowing, in a way not adequately compensated by increased local mobility in the motor car and increased opportunities for general travel.

The second stage in senescence is that of economic retirement: withdrawal at the age of sixty-five, often enforced by benign pension provisions, from the active working life. Unfortunately our wide practice of automatic retirement often brings on a severe psychological crisis: but even if we showed greater flexibility in imposing retirement, still at some moment, early or late, this blow would fall. In addition to removing a worker from the main sphere of his life-interest and competence,

it often halves his income or—as the recent Twentieth Century Fund report shows—cuts it down to a starvation level. At the same time, for those who have invested their energies too exclusively in their work, retirement tends to make their whole life seem meaningless. If at this moment, the community sharpens the crisis by weakening other social connections, too, it may psychosomatically aggravate the physical disabilities that begin to dog this period.

The final stage, that of physiological deterioration, is more variable than the cessation of reproduction or work. Whether the old are happy or bitter, active or frustrated, depends partly upon how long the period of health and vigor is in relation to that covered by the lapse of biological functions that leads to death. But also it depends partly upon how well the community's efforts are directed toward preventing minor impairments from turning, through lack of prompt and adequate care, into major disasters. In any event, senescence proper brings about a gradual slowing down of the vital processes, the deterioration of bodily functions, eyesight, hearing, locomotion, fine coordinations, memory. With this goes a loss of self-help and with that, self-confidence. In the end this loss may necessitate institutional care, in a nursing home or a hospital. Since the cost of such institutional care, if prolonged over any considerable period, taxes heavily even the upper ten per cent of our income groups, every effort must be made, not merely to lengthen the period of active health, but to restore, through neighborly co-operation and friendly oversight, the kind of voluntary care that the three-generation family once made possible.

If we carry our analysis far enough, we shall find, I think, that the three phases of old age—liberation from reproduction, economic retirement, and physiological breakdown—demand a common solution. We shall also find that no present institution, certainly no simple architectural scheme, and no mere extensions of existing services, will supply that solution.

The main point I would make is that the transition from middle aged maturity to old age is a long process; and if we meet it imaginatively at the earliest period possible, instead of waiting till the last desperate moment, we can make the transition without a jar, and in some degree turn a crisis, full of cruel decisions and bitter acceptances, into a positive and fruitful phase of life. Even more, by extending active life on the upgrade we can perhaps shorten the period, now so burdensome, when it is on the downgrade. By contrast, the worst possible attitude toward old age is to regard the aged as a segregated group, who are to be removed, at a fixed point in their life course, from the presence of their families, their neighbors, and their friends, from their familiar quarters and their familiar neighborhoods, from their normal interests and responsibilities, to live



in desolate idleness, relieved only by the presence of others in a similar plight. Let us ask rather by what means we can restore to the aged the love and respect that they once enjoyed in the three-generation family at its best.

Unfortunately for any such aim, specialization, mechanization, institutionalization, in a word, segregation, are the order of the present day: a meaningless, effortless, parasitic, push-button existence is now put forward as the beautiful promise of an advanced technology, indeed, the ultimate goal of our whole civilization. If those terms were actually final ones, I, for one, should hardly be concerned with the fate of the aged: for it should be plain that a whole society that can conjure up no better goals is already moving swiftly toward early euthanasia, or at least toward mass suicide. If we wish something better for ourselves, we must be prepared to put forward a program, at every phase of life, that challenges many of the dominant habits and customs of our society and moves boldly in a contrary direction.

At some point in conceiving a good habitat for the aged, we must of course come to an architectural solution; but we must not for a moment imagine that the architect himself, even when backed by ample financial resources, can provide the answers that are needed, or that beauty and order and convenience alone are sufficient. One of the most generous quarters for the aged I have seen is the old Fuggerei in Augsburg, built in the sixteenth century, composed of one-story row dwellings, giving privacy to each old couple, with a handsome fountain and a chapel. But this "city for the aged and poor" is set apart from the rest of the town; though it has beauty and order, it lacks animation; at best it is only a handsome ghetto. The objection against this solution was indignantly put to me by an old man in another comely quadrangle for the aged near Manchester: a modern building set in ample grounds looking inward on a spacious grassy close: also with a



little chapel where the dead rested before burial. At first glance, the peace and beauty of this spot seemed "ideal"—but the inmates knew better. They now had, alas! only one occupation: remaining alive. When the bell tolled, it tolled not only for the departed: it ominously summoned those who were left. "All we do here," said my bitter informant, "is to wait for each other to die. And each time we ask ourselves: 'Who will be next?' What we want is a touch of life. I wish we were near the shops and the bus station where we could see things."

To normalize old age, we must restore the old to the community. In order to make clear what this means, let me assume that we have a free hand and can plan a whole neighborhood community, as one does in an urban re-development area in the United States or a New Town in Britain. If we establish the right relationships under such ideal conditions, we shall have a clearer view of what to aim for in situations where only a piecemeal solution is possible. We cannot have even a good half-loaf unless we know what ingredients should go into a whole loaf.

The first thing to be determined is the number of aged people to be accommodated in a neighborhood unit; and the answer to this, I submit, is that the normal age distribution in the community as a whole should be maintained. This means that there should be from five to eight people over sixty-five in every hundred people; so that in a neighborhood unit of, say, six hundred people there would be between thirty and forty old people. Any large-scale organization of habitations for the aged, which upsets this proportion, should be avoided. And this brings us to the second requirement. For both companionship and easier nursing care, the aged should not be scattered in single rooms or apartments through the whole community; but neither should they be thrown together in one large barracks labelled by the architecture, if not the sign-board, Old Peoples' Home. They should rather be grouped in small units of from six to perhaps a dozen apartments. The old monastic rule, that one needs a

dozen members to form a community, has had long enough trial to give one confidence in it as a rough measure: when there are less than a dozen, a single cantankerous individual may have a disruptive effect. When there are too many together, they bring on institutional regulations. As an old Navy man once pertinently remarked: There is freedom on a destroyer but not on a battleship.

But once a reasonable degree of closeness is established between small groups of the aged, there is much to be gained by giving them apartments on the lower floors of two- or three-story houses whose upper floors will be occupied by childless people in other age groups: there is likewise reason for providing a covered way or arcade, to make visiting back and forth easier in inclement weather, and to serve as a sheltered place for chatting and sunning at other times. This mixing of age groups within a housing unit primarily designed for the accommodation of the aged would make it possible for those past sixty-five, who found stairs difficult, or who wanted to be more accessible, to adapt themselves to their infirmities with no greater hiatus than moving downstairs.

Now it happens that the number of people over sixty-five in a community are roughly the equivalent of the number of children under six or seven; and in meeting the needs of both extremes pretty much the same conditions hold. Young children need special protection and bodily care; they must be guarded from wheeled vehicles; their difficulties in locomotion and coordination when under three make it desirable to avoid unnecessary obstacles and long flights of stairs. Even psychologically, there are parallels between the self-absorption of the young child and the tendency to withdrawal and inner concentration that mark the last phase of senescence. In a well-designed neighborhood unit, the aged should be able to go to any part of it, including the shopping area, the library, the church, the community centre, without crossing a traffic artery; indeed, without if possible climbing a step. Someday, when our motor car production is designed to fill varied human needs, rather than the requirements of the assembly line, we will produce electrically-powered rolling chairs for the aged, which can go safely anywhere a pedestrian can go. That will lessen one of the serious handicaps of old age, if medical remedies for arthritis and feeble limbs remain ineffective. But until then, the ambit of the five-year-old child and the seventy-five-year old senescent is their normal walking distance. Once these conditions are fulfilled in a neighborhood unit, a larger life would begin to open before the aged.

Now we are ready to re-build, in our ideal scheme, the other facilities and activities and services that were once performed, more or less effectively, by the

three-generation family. And just as the young proceed with their growth through multiplying their contact with the environment and enlarging their encounters with people other than their families, so the aged may slow down the processes of deterioration, overcoming their loneliness and their sense of not being wanted, by finding within their neighbourhood a fresh field for their activities.

But before such an environment can be created, we must challenge the whole theory of segregation upon which so many American communities, not least those that call themselves "progressive," have been zoned: zoned so that one-family houses and apartment houses, or row houses and free-standing houses cannot be built side by side; zoned so strictly for residence that in many suburban communities one cannot buy a loaf of bread or a tin of tobacco without going a mile or two by car or bus to the shops. The pernicious effect of this kind of zoning was first adequately characterized by the Committee on Community Planning of the A.I.A. as far back as 1924, and time has abundantly proved all their contentions. Under our zoning ordinances, it is impossible to give either the young or the old the kind of occupational and environmental variety that both a superblock and neighborhood unit should have.

In a mixed community, however, many opportunities for service, both voluntary and paid, would open to the aged. Gardening is an occupation that can be carried on at odd hours, and that can be adapted to the strength and staying power of the old: when a community is well planned, with sufficient amount of parked and gardened open space, it makes greater demands for collective care than it can now often afford. Certainly old people with a turn for gardening should have a little garden plot of their own, too, to look after. Similarly other opportunities for handicraft should be met by the provision of workshop facilities; making toys, repairing mechanical fixtures, binding books, painting furniture would not merely provide older people with new forms of work: it would, even more importantly, give them the human contacts that a more restricted life fails to offer. Such little shops would have a further educational value for the younger members of the community: indeed, they might be incorporated, with a separate entrance from outside, in a modern school, with great advantage to both the old and the young, who now too often miss the precious experience of intercourse with their grandparents' generation. I know a small town where the carpenter's shop, situated in the old residential area, is the place where school children come to get little repair jobs done; and their contact with the carpenter himself is an affectionate and rewarding one. Such a program would be far more efficacious, psychologically speaking, than merely putting the aged to work on some monoto-

nous specialized task, producing in quantity for the market, under factory conditions.

In addition there are other services that the aged can perform only in a mixed community, beginning with their most obvious service as baby-sitters. This again, at a dollar an hour, has become a prohibitive luxury even in middle class communities; and the hazards of leaving the young to the sometimes irresponsible care, if not criminal levity, of inexperienced adolescents only underline the desirability of enlisting the old in the same fashion as they would have been used in the three-generation family. In addition, there are many experienced old women, proud of their skill at baking a cake, or even cooking a whole dinner, who would think better of themselves and their life if they might cook and bake occasionally for pay. By having such opportunities, old age pensions and annuities might be made to go a little farther, with greater happiness for both the server and the served. To cause the aged to spend all their time glued to a television set is to damn them prematurely to a second childhood. Though these passive amusements have their place in the life of the aged, especially for the crippled and bedridden, there is little reason for reducing their lives as a whole to such a soporific routine. What the aged need is activities: not just hobbies, but the normal participation in the activities of a mixed community.

No single institution, however amply financed and humanely planned, could provide anything like the range of interests that a mixed neighborhood community would do, once age ceases to be regarded as a disease, best treated in an isolation ward. Still there usually comes a time in everyone's life sooner or later when he requires specialized nursing and medical care. The skillful organization of such care is the duty of the community as a whole; but some fatal inertia has kept our hospital services in an antiquated centralized pattern, and has prevented the creation of small nursing homes, close at hand for family and neighborly visitors, who could, if the hospital were conveniently at hand, take over no small part of the otherwise prohibitively expensive nursing service.

Even before active hospitalization there is need for a public organization of visiting nurses and visiting houseworkers, such as are now provided for on a national scale in England and likewise in certain individual American cities. Here again, by drawing upon all the resources of the community, a much more favorable situation can be created than the most elaborately equipped central institution can provide. I look forward to a day when a small nursing home, for illness and for maternity cases, will be part of the normal requirement of a neighborhood: perhaps as a direct adjunct to a medical clinic and a visiting nurse service. Only when these normal functions of the family are



drawn back into the circle of the neighborhood community is there any prospect of our catching up with our needs without raising to a prohibitive height the present cost of institutional care.

Now we can put together these requirements for the aged. They should, first of all, be part of a normal mixed community, whether they become members of it at twenty-five or at seventy-five. Their quarters

should be undistinguishable outwardly from those of other age groups; but they should be sited, as far as possible, where there is a constant play of diverting activity, near a shopping center or a school, so that their chance of being visited, casually and effortlessly, will be increased. Frequent visits, though short, are more refreshing than formal visits, tediously prolonged, that leave desolate intervals of loneliness between them. Many people would find their own family life replenished if the grandparents, though not under their feet, were near at hand; and above all, the young would be the gainers from this; for there are special bonds of sympathy between them and their grand-

parents' generation, through its very detachment, which often makes them far more ready to heed their advice than that of their own parents. Who can say how much delinquency and brutalized mischief in our American towns may not be due to the very absence of a warm, loving, reciprocal intercourse between the three generations?

Through their nearness to each other, in small units, personal contacts within their own group may easily pass beyond the pleasantries of daily intercourse, the hospitalities of a cup of coffee in the afternoon or a friendly game of cards or checkers or chess at night; it would also involve visiting each other when ill and performing little services for each other. Everything that makes the aged more independent, yet more confident of the fact that their presence is welcome, increases their capacity to love and be loved; and it is only, in the end, by providing an environment in which the gifts of love may be more easily interchanged, that old age can be kept from shrinking and drying till what is left of life is only a dismal waste. But to say this is also to say that there is no easy shortcut to improved care of the aged: to do well by them, we must give a new direction to the life of the whole community. If we fail here, we shall, in prolonging life, only prolong the possibilities of alienation, futility, and misery.



A group of the Beulah Garden Homes, Vancouver, B.C.

"The westward drift" of elderly people has brought a critical problem to British Columbia. It is not surprising that the Vancouver Housing Association, of which our author, Mr. Stratton, is a Past President, has become one of Canada's most active exponents of the housing needs of senior citizens. The REVIEW is glad to publish Mr. Stratton's article, not only because the problem of sheltering the elderly is growing acute in most Canadian communities, but also because there appears to be a very uneven distribution of the burden among the provinces and it seems to be timely to seek clarification of federal, provincial and local responsibilities.

HOUSING FOR SENIOR CITIZENS

THE NEXT STEP

by P. R. U. Stratton

Almost every community in Canada is aware of the special housing problem of its older people. The average age of our population is much higher than it used to be; and, to aggravate the problem still further, we have gradually changed our customs so that the three-generation family household has virtually disappeared.

The impact of these changes is especially heavy in British Columbia. The westward drift of older people seeking a milder climate has given us an abnormally high percentage of people over 65; and the drift has been greatest to the larger cities—to Vancouver where 12.8% of the people were over 65 in 1951 and to Victoria where the percentage was 17.7, as compared with 7.8% for the whole of Canada.

We have been fortunate in the fact that the Government of British Columbia at a relatively early date

accepted responsibility for assisting non-profit societies and municipalities engaged in building for this age group. It has made outright capital grants equal to one-third of the cost of the projects.

We are also fortunate in having a relatively high cost of living bonus for recipients of old age assistance and old age security, which brings their total pension (federal and provincial) up to \$60 a month. Our B.C. municipalities have also assisted by giving free land and making other concessions.

Other provinces of Canada are now grappling with the senior citizens' housing problem to an increasing extent; and as the field of activity broadens, sound reasons appear for asking whether the problem should not be handled to a greater extent at the national level.

SELF-CONTAINED COTTAGES FOR COUPLES, built and maintained by the British Columbia Housing Foundation at Fairmont, Vancouver

—one of the pioneer societies organized to provide dwellings for senior citizens.

Photo: Graham Warrington



HOUSING FOR SENIOR CITIZENS — THE NEXT STEP

FURTHER FEDERAL ASSISTANCE NEEDED

With the steady growth in the proportion of old people, the cost of providing accommodation suited to their needs will become an increasingly heavy financial burden. Some assistance from the Federal Government, in addition to low cost lending, appears justified, particularly where, for special reasons, the burden is unequally distributed between the provinces.

The Federal Government has already assumed a large share of the responsibility for facilitating the housing of all sections of the population. Included under this responsibility are the important sections of the population who, by reason of age or economic status, present special problems of community planning, housing design and financial assistance.

Low rental accommodation for old people is in especially short supply. Incomes being what they are, there is no financial inducement to private enterprise to build it. Under these conditions, since the level of rents for such accommodation is limited largely by the ability of the pensioner to pay more, there is a real likelihood that a large part of any increase in pensions would be absorbed in increased rents.

An adequate housing program, assisted by federal funds, would assist those who most need help, since it is just those pensioners who have to find accommodation of their own whose budgets are so often thrown out of balance by the disproportionate rents they are required to pay.

THE SIZE OF THE PROBLEM

No adequate figures on a national scale are available to show the incomes or financial resources of people over 65.* A recent Winnipeg survey, however, showed that over two-thirds of their old people over 65 had incomes of under \$1000 a year. A single person with an income appreciably over \$1000 a year can, however, still only

*See the editorial note on Statistics following this article.

afford to pay a low rent. There are, in addition, numbers of people under 65: for example, widows without means of livelihood who are often worse off than those over 65.

It is probably safe to say, therefore, that a number equivalent to not less than four-fifths of those over 65 can be classified as falling within the old-age-low-income category.

Statistics of real estate ownership indicate that in B.C. some 40% of the over-65 low income group live in their own homes. If we assume that a further 20% either require nursing care or live with relatives from mutual choice, this leaves 40% requiring low rental accommodation, or nearly one-third of all people over 65.

A proportion of these people, of course, can and do find satisfactory accommodation within their means in rooming houses, rented suites or boarding houses; but there must be relatively few who would not greatly prefer the privacy of a self-contained unit located in a familiar neighbourhood and above all the security of a home where they can live independently without fear of eviction or of an increase in rent beyond their means.

THE HEAVY DEMAND FOR SINGLE ACCOMMODATION

At least three-quarters of this low-rental accommodation will be required by single old people.

The reasons for this are simple enough. While the 1951 Census showed that the majority of persons over 65 in B.C. were married, the proportion of married couples living together in the low income categories is considerably lower. Of those between 65 and 70 coming on to old age assistance in recent years, a little over 40% were reported as living with a spouse. Since couples require half as many housing units as single people, this percentage, in itself, gives a ratio of 3 single units to one double unit. In addition, a much higher proportion of married than single people continue to live in their own

APARTMENTS FOR SINGLE PEOPLE — also at the British Columbia Housing Foundation Centre at Fairmont, Vancouver.

Photo: Graham Warrington



homes in old age. In Winnipeg, 69% of married couples over 65 maintain their own household in a home of their own. Less than 23% of single people are in this fortunate position.

This preponderance of single old people means that for every 5 old people requiring accommodation, 4 housing units will be required, as experience has shown that it is seldom good policy to require two unrelated single people to live together. Some two-thirds of this single accommodation will be occupied by women, since, assuming that the Winnipeg survey figures are typical of other urban areas, amongst those over 65 not living with a spouse, women outnumber men by more than two to one.

Applying these figures to B.C. with a total population of 1,300,000, the potential market for low rental housing for senior citizens works out at over 35,000 units. These calculations are, of course, merely rough estimates of market potential, which is something quite different from the actual demand at any given time. They serve, nevertheless, to bring home the magnitude of the problem, particularly when it is remembered that, apart from a few isolated instances, there is no housing in existence to-day specifically designed to meet the needs of this large and increasing body of citizens.

THE COST OF SENIOR CITIZENS' HOUSING

Owing to their very low income and the small number of persons accommodated per housing unit, the cost per person of housing old people is considerably heavier than for family housing. It is obviously quite impossible to shape a housing program for old people to the basic pension of \$40, which allows nothing whatsoever for rent after meeting other essentials. For purposes of calculation we must assume, therefore, that the present anomalous situation, whereby one pensioner may receive a 50% greater income than another merely because he happens to be technically a resident of a different province (a situation which is undoubtedly causing a great

deal of hardship) will, in due course, be rectified and that single pensioners across Canada will eventually receive a minimum income of not less than \$60 a month.

Using this figure as a basis, the maximum rent which single pensioners can be expected to pay may be put at \$15 per month plus say \$5 for heat and hot water. Since husband and wife will not necessarily both be eligible for pension, rent payable by couples can be reckoned at \$27.50 a month.

The inclusive cost in B.C. of a single unit of around 300 square feet, is not much under \$4000, assuming land at a nominal value. Financed under Section 36 of the National Housing Act, as a public housing project, and bearing normal municipal taxes, the economic rent (excluding heat and other services) for such accommodation will be close to \$30 per month per unit. The equivalent rent for a married unit of 500 square feet costing \$5000 will be not less than \$37.50 per month. If the units were built by private societies under Section 16 of the Act, with the society contributing 10% of the capital interest-free, rents would be around \$2.00 per month lower.

With shelter rents (excluding heat and other services) of \$15 a month, a subsidy of nearly an equal amount per unit would therefore be required to house single people, as against a subsidy of \$10 per month for couples.

If we assume that for financial reasons the proportion of single units to married units built were fixed initially at a 2 to 1 ratio (instead of the 3 to 1 suggested above), the subsidy required per person would be about \$10 a month, or \$120 a year. This is a substantial burden for the local levels of government to have to shoulder, particularly where it concerns pensioners who were not originally residents of the province or municipality.

The disproportionate cost of providing housing for single people is clearly one of the most difficult obstacles to overcome in housing our senior citizens, and nobody has yet come up with a way of cutting the cost of such housing to any substantial extent.

SOME OF THE HOMES BUILT BY THE NEW VISTA SOCIETY, BURNABY, B.C.

Duplex One-bedroom Houses, 1949



Three Apartment Blocks, 1954



Duplex One-bedroom Houses, 1952



Two Apartment Blocks, 1955



HOUSING FOR SENIOR CITIZENS — THE NEXT STEP

ALTERNATIVE TYPES OF ACCOMMODATION FOR SINGLE OLD PEOPLE

Sharing Bathrooms

Of course, it would be possible to reduce the capital cost of single accommodation by providing a simpler type of housing, say a type of unit consisting of a bed-living room with kitchen alcove of around 200 square feet, with bathroom plumbing partly or wholly shared. The inclusive capital cost of such units might run between \$2500 and \$3000 per room, depending on the common facilities provided, but operating costs might be slightly higher than in the case of completely self-contained units, so that the net rent reduction would work out to some \$5 or \$6 a month per unit. Nevertheless \$5 a month represents a substantial saving and the partly self-contained unit is certainly worth considering as an alternative type of accommodation for single old people.

It is by no means certain, however, that such partly self-contained units would qualify for loans under Section 16 of the N.H.A. The Federal Government would have to decide whether the savings achieved would justify the risk of such buildings becoming obsolete before the expiration of the amortization period.

Another hurdle for such partly self-contained units to overcome in many localities would be the building by-laws.

Boarding Homes

Up to this point, we have dealt with accommodation for old people living independently. There will always be a number of old people who are too frail to lead independent lives or who prefer the additional companionship and security of a boarding home where meals and other services are provided. But, among those who have been studying senior citizens' housing, there is a strong feeling that it is better for older people to continue living independently and to participate in the normal life of the community as long as they can and that they should be given every opportunity of doing so. Experience seems to indicate, moreover, that the great majority of old people—if their quarters are convenient and they can count on limited assistance when needed—can continue to maintain their own households up to an advanced age.

There appear to be no economic advantages in favour of the boarding home compared with self-contained units, since while the capital cost per person for boarding home accommodation will be lower than for self-contained units, the cost of the services which have to be supplied will usually more than counterbalance this saving.

On the assumption then that the proportion of boarding home accommodation required will be a relatively small proportion of the total, the responsibility for the provision of this type of accommodation can probably be left to the junior levels of government and to charitable organizations which are already active in this field, particularly if the former are relieved of some of the cost of providing self-contained accommodation for senior citizens.

FINANCING SELF-CONTAINED ACCOMMODATION

There are at present two methods of providing self-contained housing accommodation for old people under the N.H.A. Under Section 36, the two senior levels of government may, at the request of a municipality, build public low rental housing and this housing may include some accommodation for senior citizens. Until now, however, the Federal Government has been unwilling to participate in projects designed solely for this one age group, and the Minister of Public Works, in answering a recent question in the House of Commons, expressed the opinion that as a general rule the proportion of senior citizens in public housing projects should not exceed 20% of the total tenant population.

It is no doubt undesirable on social grounds to have large communities of people drawn from one age group segregated in a single project. If, however, public housing projects for senior citizens are kept on a small scale and scattered over a number of different neighbourhoods, where the tenants can maintain contact with their former community associations, or live close to relatives, this objection ceases to hold good.

FEDERAL AND PROVINCIAL RESPONSIBILITIES

The Federal Government is of course reluctant to become involved in undertakings which might lead to the assumption of a greater share of social costs. But the rents for senior citizens' housing units may be established at such figures as to assume a contribution from the Provincial Government by way of a supplementary pension or cost of living bonus. The liability of the Federal Government would then be limited to the amount of the subsidy required to achieve those rents.

Some of our larger cities—for example, Vancouver and Toronto—have already recognized that the problem is far too large to be handled by private non-profit societies alone. Our objective must be a coordinated program, government and private, on a scale commensurate with the need. In the majority of cases, the municipality concerned will no doubt request housing for all groups in public housing projects; but the actual

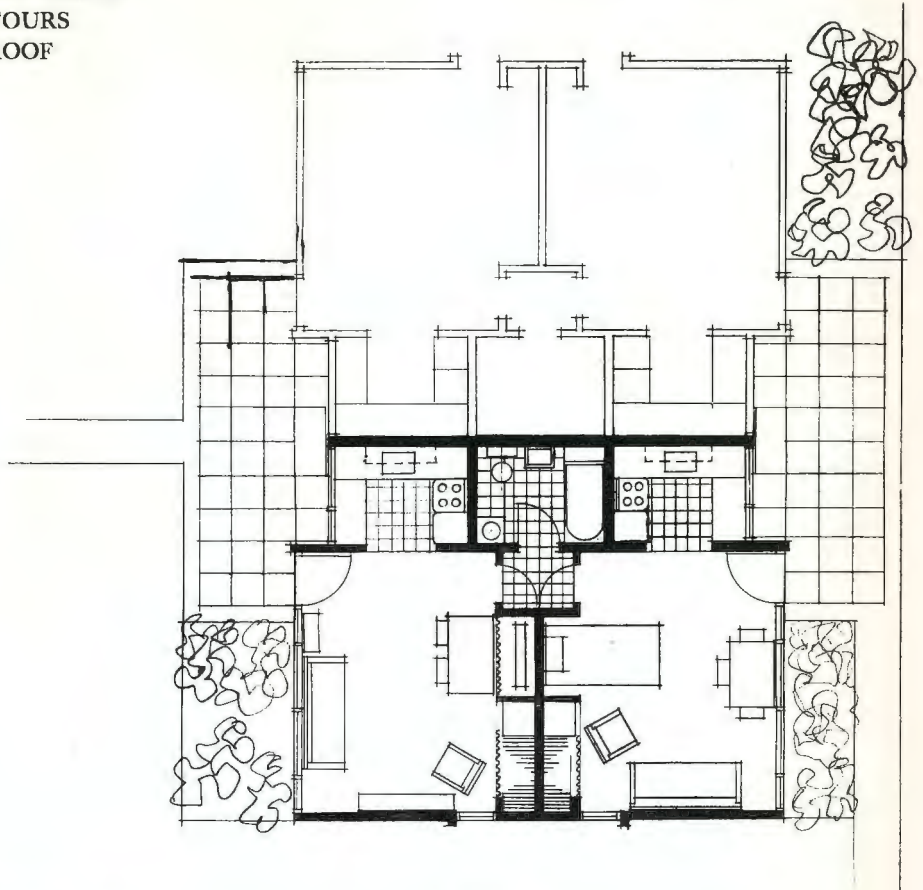


KIWANIS VILLAGE, VICTORIA, B.C. Another view of the project may be seen on the frontispiece, page 91. Each unit rents at \$20 a month plus a charge of about \$12 for electricity and heat.

SINGLE PERSONS' UNITS
GROUPED IN FOURS
UNDER ONE ROOF

What is, perhaps, unique is the combination of carefully thought-out details, scrupulously adjusted to the needs of old people; of consideration of their whole lives — their warmth and convenience, their exercise, their need for privacy and for companionship; of all these things, provided simply and decently for a rental which old people can afford. Absent is the distressing institutional feeling which permeates so many homes for the aged.

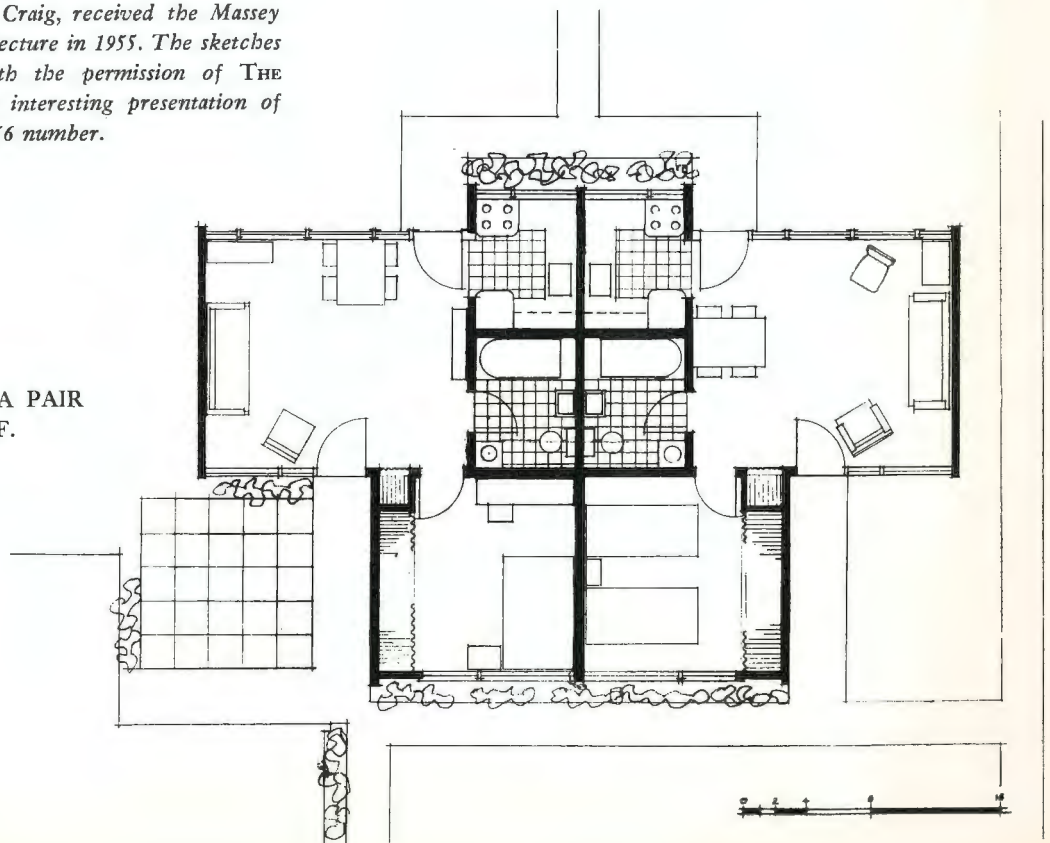
THE CANADIAN ARCHITECT



KIWANIS VILLAGE, VICTORIA, B.C.

For his achievement in designing this low-rental housing scheme, the Architect, Charles E. Craig, received the Massey Foundation Gold Medal for Architecture in 1955. The sketches on this page are reproduced with the permission of THE CANADIAN ARCHITECT from a very interesting presentation of Kiwanis Village in its February 1956 number.

COUPLES' UNITS. A PAIR
UNDER ONE ROOF.



proportion needed at any given time for senior citizens' housing may vary widely from one locality to another. In determining the proportion of senior citizens' housing in such projects, a greater flexibility in Federal policy is desirable.

In smaller communities the problem may be a little more manageable, because the citizens are in closer touch with the needs of their old people. Local groups in such places may take the initiative in building housing for senior citizens through non-profit societies, providing they receive adequate financial and technical assistance from the Government.

A CASE FOR FEDERAL GRANTS TO PRIVATE SOCIETIES

At present Federal financial assistance to such societies is limited to long term loans at a low rate of interest. Local levels of government, however, should not be expected to provide the whole of the relatively heavy subsidy required by such societies. In Europe, central government subsidies are made available to private housing societies in the form of grants, as well as loans, to build housing for special groups. Provided the pro-

vincial governments also contribute and make themselves responsible for assuring the sound management of such societies, there appears to be a good case for federal grants to private societies in this country also.

Such organizations, composed in B.C. largely of service clubs and church and ethnic groups, can become an important factor in meeting the needs of our senior citizens in the smaller communities where the municipality is unlikely to become directly involved in housing. They can also set a useful example to the municipality in the larger communities. They cannot, however, be expected to carry out their task on the scale required if they have to rely on charitable funds for most of their financing.

Following the last war, Federal efforts were concentrated, naturally enough, on overcoming the acute shortage of family housing arising from the return of the veteran and the high rate of family formation. The time has now come to review national housing policy with the object of broadening its scope by extending further assistance to the senior citizen, for whom a comfortable home means only too often all the difference between well-being and mere existence.

L'habitation pour les citoyens âgés — Le pas suivant

Abrégé de l'article de M. Stratton

"La tendance vers l'ouest" des personnes âgées présente en Colombie-Britannique un problème critique! Il n'est pas surprenant que la VANCOUVER HOUSING ASSOCIATION, dont notre auteur est un ancien président, soit devenue l'une des organisations les plus actives du genre au pays. M. Stratton a porté un intérêt tout particulier aux efforts destinés à assurer une habitation plus adéquate aux citoyens âgés. La REVUE est heureuse de publier le présent article; non seulement parce que le problème du logement des gens âgés est en voie de devenir aigu dans la plupart des agglomérations canadiennes, mais aussi parce qu'il semble exister une distribution fort inégale du fardeau entre les différentes provinces et qu'il paraît opportun de chercher à établir les responsabilités fédérales, provinciales et locales.

L'âge moyen de notre population canadienne est beaucoup plus élevé qu'il ne l'était dans le passé. De 1931 à 1951, la population totale a augmenté de 31 p. 100 tandis que la partie de la population âgée de 65 ans et plus a augmenté de 89 p. 100. Ce qui vient encore aggraver le problème, c'est que nous avons graduellement changé nos habitudes: le ménage "à trois générations" se démode et les personnes âgées vivent d'une manière plus indépendante. Un grand nombre d'entre elles dépendent

de pensions, d'allocations de bien-être social et d'autres genres d'assistance publique et privée.

La "tendance" vers la Colombie-Britannique semble avoir été la plus forte à destination des grandes villes—vers Vancouver où 12.8 p. 100 de la population avait 65 ans et plus en 1951, et vers Victoria où le pourcentage était de 17.7 p. 100 en comparaison de 7.8 p. 100 pour le Canada tout entier.

Le gouvernement provincial de la Colombie-Britannique a accepté la responsabilité de venir en aide aux associations sans but lucratif ainsi qu'aux municipalités qui se sont chargées de construire pour ce groupe démographique. Il a accordé des octrois pour un montant égal à un tiers du coût des projets. Il a également voté une pension supplémentaire, portant ainsi la pension totale (fédérale et provinciale) à \$60 par mois. Dans cette province, des municipalités ont aussi aidé en faisant des dons de terrain et par d'autres concessions.

LA RESPONSABILITÉ FÉDÉRALE

C'est surtout le logement pour personnes âgées et à bon marché qui est rare. Les ressources financières des personnes âgées ne sont pas suffisantes que pour engager l'entreprise privée à construire pour eux. Dans ces conditions, vu que le niveau des loyers pour ce genre d'habitation est pratiquement limité par l'impossibilité du pensionné à payer plus, il est très probable qu'une

grande partie de toute augmentation éventuelle dans les pensions serait absorbée par des augmentations de loyer.

Un programme d'habitation adéquat, subventionné par des fonds fédéraux, aiderait précisément ceux qui en ont le plus besoin. Ce sont justement les pensionnés qui sont obligés de se chercher leur propre logement, qui voient si souvent leur budget déséquilibré par les loyers disproportionnés qu'ils sont forcés de payer.

L'ENVERGURE DU PROBLÈME

Il n'existe pas de statistiques adéquates indiquant quelles sont les ressources financières des personnes âgées de plus de 65 ans. Cependant, on peut raisonnablement prendre pour acquis qu'au moins les quatre cinquièmes des personnes de plus de 65 ans peuvent être rangées dans la catégorie des vieillards à revenu insuffisant.

Une partie de ces gens peuvent naturellement trouver un logement satisfaisant et adapté à leurs moyens dans des maisons de chambres, des chambres d'hôtel et des pensions de famille et beaucoup y réussissent; mais il doit y en avoir relativement peu qui ne préféreraient pas de loin l'intimité d'une demeure indépendante située dans un quartier qui leur est familier et, surtout, la sécurité d'un foyer où ils peuvent vivre en toute indépendance sans devoir craindre l'expulsion ou une augmentation prohibitive de loyer.

Au moins les trois-quarts de ces logements à bon marché seront requis pour des personnes âgées seules.

À cause du revenu très bas de leurs occupants et du petit nombre de personnes logées dans chaque logement, le coût d'habitation par personne est considérablement plus élevé pour les personnes âgées que pour les familles. Il est évidemment impossible de concevoir un programme de logement pour les vieux en partant de la pension de base de \$40, qui ne prévoit rien du tout pour le loyer après avoir servi à défrayer d'autres dépenses essentielles.

En se basant sur certains estimés approximatifs, M. Stratton conclut que la proportion entre unités de logement pour personnes seules et celles destinées aux couples mariés devraient être de 2 à 1—ou peut-être même de 3 à 1—et que le subside moyen par personne pour de telles unités devrait être d'environ \$10 par mois.

Il souligne que le coût disproportionné du logement pour personnes seules est l'un des obstacles les plus difficiles à surmonter dans le logement de nos citoyens âgés et que personne n'a encore découvert un moyen de réduire de façon appréciable le coût de ce genre d'habitation.

Il existe actuellement deux méthodes de procurer des logements indépendants aux personnes âgées selon les dispositions de la Loi nationale sur l'habitation. Aux termes de l'article 36, les deux instances gouvernementales principales peuvent, sur demande d'une municipalité, construire des logements publics à bon marché et celles-ci peuvent comprendre quelques logements pour citoyens âgés. Cependant, à ce jour, le Gouvernement fédéral n'a pas voulu participer à des

projets conçus uniquement au bénéfice de ce groupe d'âge particulier. Le ministre des Travaux publics, en réponse à une question posée récemment en Chambre, a exprimé l'opinion que, règle générale, la proportion de citoyens âgés dans les projets d'habitation publics ne devrait pas dépasser 20 p. 100 du nombre total de locataires.

Il est en effet à condamner, pour des raisons sociales, de concentrer dans un seul projet de grandes communautés de personnes tirées d'un même groupe démographique.

Quelques-unes de nos plus grandes cités—telles que Vancouver et Toronto—ont déjà compris que le problème est de trop grande envergure que pour être résolu seulement par des sociétés privées sans but lucratif. Il faut avoir un programme coordonné, tant gouvernemental que privé, et sur une échelle proportionnée aux besoins. Dans la plupart des cas, la municipalité concernée demandera sans doute du logement pour tous les groupes démographiques dans les projets d'habitation publics; mais la proportion vraiment requise à un certain moment pour les personnes âgées peut varier énormément d'une localité à une autre. Dans la détermination de cette proportion du logement pour citoyens âgés dans ces projets publics, une plus grande flexibilité dans la politique fédérale est désirable.

LA CAUSE DES OCTROIS FÉDÉRAUX AUX SOCIÉTÉS PRIVÉES

En Europe, des subventions provenant du gouvernement central sont mises à la disposition des sociétés d'habitation privées sous la forme d'octrois aussi bien que de prêts, en vue de la construction d'habitations destinées à des groupes spéciaux. À condition que les gouvernements provinciaux y contribuent également et se portent responsables de la bonne gestion de telles sociétés, la cause des octrois fédéraux aux sociétés privées semble très défendable, également dans notre pays.

De telles organisations, composées en Colombie-Britannique surtout de cercles bénévoles ainsi que de groupes religieux et ethniques, peuvent devenir un facteur important dans la satisfaction des besoins de nos concitoyens âgés des petites agglomérations. Elles peuvent également servir d'exemple très utile aux municipalités des centres plus importants. Mais on ne peut pas s'attendre qu'elles remplissent leur tâche à l'échelle requise si elles doivent se contenter uniquement de dons de charité pour subvenir à la majorité de leurs besoins.

Suite à la dernière guerre, les efforts du Gouvernement fédéral furent assez naturellement concentrés sur l'élimination de la pénurie aiguë d'habitations familiales, causée par le retour des vétérans et par le rythme accéléré de la formation des familles. Maintenant, le moment est venu de reviser la politique nationale du logement en vue d'en élargir l'objectif jusqu'à assurer une aide plus complète au concitoyen âgé, pour lequel un foyer confortable ne signifie que trop souvent toute la différence entre le bien-être et une misérable existence.

HOUSING FOR SENIOR CITIZENS — THE NEXT STEP

SUMMARY OF SENIOR CITIZENS PROJECTS APPROVED UNDER SECTION 16 OF THE N.H.A. (LIMITED DIVIDEND AND NON-PROFIT) 1946 TO JUNE 30, 1956.

Location	Name of Company or Society	No. of Units	Society's Monthly Rental (minimum and maximum)
Burlington, Ont.....	Burlington Housing Corp., 2 projects	16	\$25.00-30.00
Burnaby, B.C.....	New Vista Society, 8 projects	172	\$17.00-33.50
Brantford, Ont.....	Brantford Housing Co. Ltd.	16	\$25.50
Calgary, Alta.....	Bow Valley Lodges Foundations	44	\$36.50
Hamilton, Ont.....	Hamilton Housing Co., Ltd.	16	\$38.50
Kamloops, B.C.....	Kamloops Senior Citizens Society	16	\$27.50-40.00
Meaford, Ont.....	Meaford Housing Co., Ltd.	32	\$33.00-45.00
Moose Jaw, Sask.....	Pioneers Housing Assoc.	24	\$38.00
Neilberg, Sask.....	Neilberg Housing Corp.	10	\$30.00-40.00
North Vancouver, B.C.....	Kiwanis Senior Citizens Homes, 3 projects	40	\$19.00-22.00
Ottawa, Ont.....	Canadian Legion, Ottawa Branch, No. 16 Older Vets' Homes, Inc.	46	\$33.00-41.00
" "	Lowren No. 2 (combined project)	32	\$40.00
" "	Mooretown Housing Ltd. (combined project)	20	\$40.00
Owen Sound, Ont.....	Owen Sound Housing Co., Ltd.	40	\$23.00-29.00
Red Deer, Alta.....	Red Deer Twilight Homes Foundation	16	\$30.00
St. Catharines, Ont.....	Senior Citizens Apt. Ltd.	20	\$37.50-40.00
Saskatoon, Sask.....	Jubilee Housing Corp.	40	\$25.75
" "	Jubilee Residence Ltd.	46	\$25.75
Stratford, Ont.....	Fairvue Builders Limited, 2 projects	16	\$29.00-36.00
Toronto, Ont.....	York Township Housing Co. Ltd.	128	\$29.00-35.00
" "	Metro Toronto Housing Co. Ltd.	128	\$33.50-40.00
Vancouver, B.C.....	Beulah Garden Homes Society	16	\$18.00
" "	British Columbia Housing Foundation	52	\$20.00-28.00
Victoria, B.C.....	Kiwanis Village Society	32	\$22.00
West Vancouver, B.C.....	West Vancouver Senior Citizens Society	16	\$15.00-25.00
Windsor, Ont.....	City of Windsor Housing Co. Ltd.	96	\$35.00
Zenon Park, B.C.....	Zenon Park Housing Co. Ltd.	10	\$36.50

NOTE: The above list of course does not include senior citizens housing projects which have been built without the assistance of N.H.A. financing.

HOUSING FOR SENIOR CITIZENS: STATISTICS

EDITORIAL NOTE ON STATISTICS

In available statistics there is an important gap in respect to the income and savings of our elderly population. Without such information, it is difficult to estimate accurately the needs of this group for special housing.

From the table shown here, we know the wages of those who were wage-earners in 1951—about 138,000 people out of 1,086,273 over 65 years of age. Wage income is obviously low among most wage-earners in that category. But, in this age group, most people rely upon current income from pensions or from allowances from relatives or upon their savings or, in the case of the well-to-do, income from investments. But any attempt to estimate the amounts of these various sources of support would be guesswork of little value.

From the impact of the problem—which is known only too well from the costly load carried by our hospitals and our welfare agencies—our communities are acutely aware of the need of special housing for the elderly. But until we find some means to measure the actual extent of the financial handicaps borne by our senior citizens, we shall find it difficult to plan and support the necessary programs for special housing.

This represents a challenge to the Census authorities, to all cooperating private and public agencies concerned with the problem, and to the citizens in the upper age bracket whose help will be needed to assemble the needed information.

WAGES FOR WAGE-EARNERS AGE 65 AND OVER, CANADA, 1951.

	Male	Female	Total
Less than \$500.....	13,897	8,715	22,612
\$500-999.....	14,065	4,475	18,540
1,000-1,499.....	17,976	3,001	20,977
1,500-1,999.....	21,113	1,499	22,612
2,000-2,499.....	20,218	645	20,863
2,500-2,999.....	10,810	207	11,017
3,000-3,999.....	7,427	116	7,543
4,000+.....	5,231	63	5,294
Total Reporting.....	110,737	18,721	129,458
Total Wage-Earners.....	117,219	20,569	137,788
Total population 65 and over.....	551,303	534,970	1,086,273
Percentage, total wage- earners to population over 65.....	21.26%	3.66%	12.68%

Source: Census.

From 1931 to 1951, Canada's population increased by 35%, but that part of the population 65 years of age and over increased by 89%.

From 1901 to 1951, our total population increased 160%, while the increase in the population 65 and over was 301%.

POPULATION, CANADA, 1901, 1931, 1951 (in 1,000's)

	1901	1931	1951
Total.....	5,371	10,376	14,009
Age 65 and over.....	271	576	1,086
Per cent 65 and over.....	5.05%	5.55%	7.75%

Source: Census.

POPULATION AGE 65 AND OVER ACCORDING TO MARITAL STATUS CANADA, 1951.

	Male	Female	Combined
Married.....	362,245	222,384	584,629
Single.....	64,839	55,749	120,588
Widowed.....	122,865	256,202	379,067
Divorced.....	1,354	635	1,989
TOTAL.....	551,303	534,970	1,086,273

Source: Census.

PERCENTAGE OF TOTAL POPULATION 65 YEARS OLD AND OVER IN METROPOLITAN AREAS, 1951

Victoria.....15.84%	London.....9.72%
City Only.....17.76%	Hamilton.....8.44%
	Toronto.....8.79%
Vancouver.....11.84%	Ottawa.....6.99%
City Only.....12.82%	Montreal.....6.33%
	Quebec.....5.58%
Calgary.....9.04%	Saint John.....8.70%
Edmonton.....6.71%	Halifax.....5.70%
Winnipeg.....8.93%	St. John's.....6.22%
Windsor.....5.02%	
Total Metropolitan Areas excluding Vancouver.....	7.60%
Total Urban Areas.....	7.88%
Total Canada.....	7.75%

Source: Census, 1951.

Bibliographical Notes on Housing for the Elderly

In 1954, Central Mortgage and Housing Corporation issued a bulletin entitled *Notes to Assist Those Interested in Proceeding with Housing Accommodation for Elderly Persons*. A comment on these useful *Notes* is printed below.

Valuable books and pamphlets for reference are:

Housing an Aging Population. American Public Health Association, Inc., 1709 Broadway, New York. \$1.00.

Housing the Aging. Wilma Donahue, Editor. University of Michigan, Ann Arbor, Mich. \$3.50.

Housing Manual, 1949. Supplement: Housing for Special Purposes. U.K. Ministry of Health. Available from U.K. Information Office, 119 Adelaide Street, Toronto. 95 cents.

From an issue of our CPAC NEWSLETTER of 1954, we reprint here part of an editorial note commenting on three of the publications listed above.

If we proceeded along traditional lines, we would try to build more and larger "old peoples' homes". But besides our recognition of the need today, there is a growing belief that the community is not benefited by the outright segregation of the aged and that certainly able-bodied older citizens should be incorporated into the general life of the community. As to disabled persons, regardless of age, there is a feeling that they should be provided with accommodations which not only are appropriate to their physical needs but minimize the degree of their isolation from normal community living.

Indeed, as *Housing an Aging Population* points out, the problem of the aged will not be solved by any single formula. A rational housing program must be "a flexible one which incorporates the aging, increases the general supply of low- and medium-cost dwelling units of acceptable standards, suitable either for the vigorous or those who may be handicapped by age or disease . . ." This conclusion is based on a most interesting review of recent thinking and experimentation, both in the United States and in Western Europe. A wide literature is examined and a good bibliography is provided.

The Massachusetts Board's brochure, following a more conventional approach, has only a little to say about the community relationships of the aged. It simply concludes that "ideally their housing should be adjacent to, but somewhat disconnected from, areas where growing families live." For the most part, it is a detailed statement on matters of building design related directly to the physical needs of the elderly.

Standards of Design for Housing the Elderly. Massachusetts State Housing Board. Boston, 1954.

Buildings for the Aging. Building Types Study. ARCHITECTURAL RECORD, May 1956.

Economic Needs of Older People, by John J. Corson and John W. McConnell. Twentieth Century Fund, 330 East 42nd Street, New York 36, 1956. \$4.50.

The National (U.S.) Association of Housing and Re-development Officers (1313 East 60th Street, Chicago, Illinois) has issued a number of publications on this subject, including articles in its JOURNAL OF HOUSING.

It is precisely such specifications of building design—non-skid floors, easy-to-clean windows, not-too-high stair-risers, enough light, enough heat, not too much noise (50 decibels maximum; 30 decibels at night), hand-grips in baths—which, according to the APHA report, should be laid down as general standards for safe and healthful housing anywhere. Doors may be a special problem, because, under present standards, they seem to be about two inches too narrow to admit wheelchairs. But why not, asks the APHA report, redesign wheelchairs? The report also suggests that ramps, or stepless access to buildings, might be desirable for all of us. "If there were enough good housing at prices or rents that could be afforded, there would be no serious problems of housing older people."

For Canadians interested in doing something about housing their own local elderly, CMHC's *Notes* (available from any local CMHC office) are a most useful starting point. They outline the steps necessary, under present national and provincial legislation, to proceed toward the creation of such housing with financial assistance under Section 16 of the National Housing Act, 1954. A careful reading of the *Notes* indicates that they do not encourage a segregational or institutional approach. In fact, the National Housing Act does not authorize financing of a project unless a clear majority of the dwelling units are self-contained and designed for more than a single occupant. For a hostel-type building, moreover, NHA financing would not be available except with the guarantee of a provincial or municipal government. The *Notes* suggest that design should resemble that for the housing of other age groups, with special care to certain features. Good suggestions are made as to how to study location and design; and a reading list is included.

L'IMMEUBLE ET L'URBANISME

REAL ESTATE AND COMMUNITY PLANNING

par Charles-Édouard Campeau

Extraits d'une conférence donnée par C.-É. Campeau, ing. p., Directeur du Service d'Urbanisme de la Cité de Montréal, devant l'Association des Courtiers en Immeubles, le 5 mars 1956.

Depuis la fin de la seconde guerre mondiale, le manque aigu de logements a entraîné une activité fébrile dans le domaine de l'immeuble dans la région de Montréal. La plus grande partie des développements nouveaux se sont produits dans la banlieue, d'abord rapprochée puis de plus en plus éloignée, mais presque toujours en dehors des limites de taxation de la Ville de Montréal même.

Il est facile d'expliquer ce phénomène. En effet, tout le monde sait que la façon la plus économique de construire de petites maisons est d'en entreprendre 40 ou 50 et plus à la fois. Ceci peut se faire beaucoup plus facilement dans un terrain vierge que dans un site déjà subdivisé et partiellement bâti. Le terrain coûte moins cher, du moins en apparence. En effet, les sites déjà développés reflètent fatalement le coût de construction des pavages, des trottoirs, des égouts, de l'éclairage des rues, etc. La plupart du temps, les promoteurs ont feint d'ignorer ces faits et on a laissé l'acheteur et les autorités municipales se débrouiller avec ces besoins grandissants et les dépenses qu'ils entraînaient. Les promoteurs se sont souciés encore bien moins du manque d'écoles, de

Extracts from a talk delivered by C.-E. Campeau, P. Eng., Director of the City Planning Department of the City of Montreal, before the Real Estate Brokers' Association on March 5th, 1956.

After the second world war, the acute lack of dwellings brought about a feverish activity in the field of real estate in the Montréal area. The major part of the new development has occurred in the suburbs, first nearby, then more and more removed, but practically always outside the taxation limits of the City of Montréal proper.

This phenomenon is easy to explain. Indeed, everyone knows that the most economical way of constructing small houses is to undertake 40 to 50 and even more at the same time. Such an undertaking can be carried out more easily on virgin land than on an already subdivided and partially-built site. The land is less expensive, at least in appearance; the already-developed sites unfortunately reflect the cost of paving, sidewalks, sewers, street lighting and other improvements. Most of the time, the promoters have pretended to ignore these facts and have left the purchaser and the municipal authorities to meet these ever-growing needs and the expenditures which they entail. The promoters have given even less attention to the lack of schools, fire protection, water

RUE UNIVERSITÉ, MONTRÉAL. En bordure, se logent maintenant des édifices à bureaux imposants (I.C.A.O., Bell Telephone, Télécommunications, etc.).

UNIVERSITY STREET, MONTREAL. Along this street imposing office buildings have just been built (I.C.A.O., Bell Telephone, Telecommunications, etc.).



protection contre les incendies, d'aqueduc, et d'autres facilités communautaires devenant de plus en plus indispensables au fur et à mesure que les développements domiciliaires s'intensifiaient.

Par suite des difficultés financières grandissantes que ressentent les municipalités suburbaines, par suite du manque d'urbanisme et de contrôle, par suite de l'augmentation rapide des taxes dans ces nouveaux développements et enfin par suite du nombre de logements fournis dans la région montréalaise au cours des dix dernières années et satisfaisant de plus en plus adéquatement à la demande, la spéculation immobilière en banlieue commence à ralentir. Plusieurs personnes, même parmi les courtiers en immeubles, n'hésitent pas à affirmer que Montréal a atteint la saturation dans le domaine immobilier pour plusieurs années à venir.

Cette opinion ne tient compte que d'une des aspects du marché de l'immeuble dans Montréal. En effet, il reste un domaine excessivement intéressant au point de vue immobilier que l'on a à peine touché—celui de la rénovation. Cependant il offre des possibilités excessivement intéressantes, comme le démontrent les grandes villes américaines, où l'entreprise privée et publique ont pleinement saisi les opportunités et ont mis sur pied des réalisations profitant à la fois à l'entreprise privée et à l'amélioration de la vie économique et sociale de l'ensemble des citoyens.

Des districts vieilliss et statiques dans leur développement existent dans notre ville comme dans tous les grands centres américains. On y trouve de vastes territoires en voie de détérioration. La plupart du temps ce sont des maisons, et surtout des plain-pied, qui y présentent le pire état de décrépitude. Cependant la vétusté atteint également le commerce et l'industrie. Bien que ces bâtiments aient dépassé depuis longtemps leur utilité économique, ils demeurent quand même et leur nombre augmente d'année en année.

Un problème de rénovation existe quand il n'y a plus de demande dans la localité pour l'usage pour lequel les bâtiments concernés ont été bâtis et que ces bâtiments ne peuvent être transformés économiquement pour un autre usage. Le problème existe encore quand les bâtiments sont détériorés au point qu'on ne peut plus les entretenir dans des conditions de sécurité acceptable et qu'il en coûterait plus cher pour les réparer qu'ils ne rapportent de revenus. Enfin le problème existe quand la disposition et l'équipement des bâtiments sont vétustes et ne peuvent se transformer économiquement, même si le bâtiment est encore en bonnes conditions physiques. Le problème devient d'autant plus grave que les bâtiments en question sont desservis par des facilités publiques désuètes ou déficitaires au point de vue circulation, stationnement, parcs, terrains de jeux, écoles, etc.

La rénovation d'un quartier ne se justifie pas nécessairement par la présence de taudis. Il y a une différence énorme entre la rénovation et l'élimination

supply and other community facilities which become more and more imperative as the residential developments are intensified.

Real estate speculation in the suburbs is beginning to slow down. This is due to the growing financial difficulties experienced by the suburban municipalities caused by the lack of community planning and control. Taxes have increased rapidly in these new developments, and the number of dwellings supplied in the metropolitan region during the last decade has satisfied the demand more and more adequately. Some people, even among the real estate brokers, believe that Montréal has reached saturation in the field of real estate for many years to come.

This opinion takes into account only one of the aspects of the real estate market in Montréal. As a matter of fact, there remains an exceedingly interesting sphere of real estate which has been hardly touched—that of renovation. This offers exceedingly interesting possibilities. In the great American cities, both private and public enterprises have grasped the opportunities to make money and at the same time to improve the economic and social life of the whole citizen body.

Ancient districts which are static in their development exist in our own City. We have large territories in the process of deterioration. Most of them consist of houses, mainly flats, which present the worst condition of decay. Decay, however, attacks commerce and industry as well as homes. Although these buildings have long outlived their economic usefulness, they still remain and their number increases from year to year.

* * *

A redevelopment problem exists where there is no demand in the locality for the use for which the buildings concerned have been erected and when these buildings cannot be economically transformed to serve another purpose. The problem also exists when the buildings are deteriorated to the point where they cannot be kept in an acceptable condition of security and the cost of repairing them would be greater than the revenues they would yield. Lastly, the problem exists when the layout and equipment of the buildings are obsolescent and cannot be transformed economically, even if the buildings are still in good physical condition. The problem becomes the more serious when the buildings in question are served by public facilities which are obsolete or deficient from the viewpoint of traffic, parking, parks, playgrounds or schools.

The redevelopment of an area is not necessarily justified by the presence of slums. There is a great difference between redevelopment and slum clearance. The latter measure applies chiefly to problems of physical and moral well-being of the citizens living in slums. It is therefore only one of the available means to proceed with a redevelopment.

* * *



RUE DORCHESTER. Une percée dans le coeur de la ville qui ouvre d'immenses possibilités à l'initiative privée.

DORCHESTER STREET. An opening in the heart of the City which brings forward immense possibilities for private initiative.

des taudis. Cette dernière mesure s'attache surtout aux problèmes de la santé physique et morale des citoyens habitant les taudis. Elle n'est donc qu'un des moyens disponibles pour procéder à une rénovation.

* * *

Pour réussir un projet de rénovation, il faut la présence indispensable de deux facteurs: (1) la possibilité de mettre le site en utilisation pour des fins "plus élevées et meilleures" et (2) cela dans le cadre d'un urbanisme fonctionnel donnant les moyens de réaliser le projet et créant des conditions favorables à son exécution.

Une utilisation plus élevée et meilleure du sol, en termes d'immeubles, réfère aux qualités existantes ou potentielles d'une propriété susceptible de produire des revenus suffisants pour justifier économiquement sa présence. Ces qualités ne concernent pas nécessairement une hauteur plus élevée ou une occupation plus étendue du sol. Une utilisation plus élevée ou meilleure du sol peut, selon les circonstances, signifier une salle de concert, un parc public ou un développement domiciliaire à basse densité, aussi bien qu'une maison d'appartements ou un

To achieve success in a redevelopment project, the presence of two factors is required: (1) the possibility of bringing about the utilization of the site for "higher and better" purposes and (2) the possibility of doing this within the frame of a functional community planning, giving the means to carry out the project and creating propitious conditions for its implementation.

A higher and better use of the land, in terms of real estate, refers to the existing or potential qualities of a property liable to yield sufficient revenues to justify its existence economically. These qualities do not necessarily concern a greater height or a more dense occupation of the land. A higher level or better use of the land may, according to the circumstances, mean a concert hall, a public park or a low density residential development, as well as an apartment building or an office building. Generally, dangerous illusions are entertained when it is believed that the use of the land must necessarily imply an increase in population density. This is an over-simple judgment.

* * *

No redevelopment can succeed if it does not enrich



COIN DORCHESTER ET SAINT-LAURENT. *Y verra-t-on un parc, un bâtiment imposant ou une spéculation sans autre fin que l'intérêt particulier? Ce coin appartient à la Ville.*

CORNER OF DORCHESTER AND ST. LAWRENCE. *Will it be a park, an imposing building or simply a speculative operation without any other purpose than private gain? This corner belongs to the City.*

édifice à bureaux. En général, on se fait de dangereuses illusions quand on croit que l'amélioration de l'utilisation du sol doit comporter nécessairement une augmentation de la densité de population. C'est un jugement beaucoup trop simpliste.

* * *

Aucun projet de rénovation ne peut réussir s'il ne tend d'abord à enrichir la vie économique de l'ensemble de la communauté urbaine. Autrement dit, aucun de ces projets peut ignorer l'urbanisme. Pour réussir pleinement, tout projet de rénovation doit se concevoir dans le cadre général du développement futur de la ville, en tenant compte des conditions favorables créées par un urbanisme fonctionnel et éclairé.

Parfois ces projets de rénovation sont la réaction spontanée à des besoins nouveaux, résultant du déplacement de certains groupes de population ou de changements techniques, comme le remplacement des grandes maisons de la Upper Fifth Avenue à New York et des environs de la rue McGregor par des maisons d'appartements, ou encore le remplacement des petits commerces du bas Manhattan par les tours des gratte-ciel. Parfois ces projets sont le résultat de la mise en oeuvre de vastes plans d'ensemble conçus par l'initiative privée ou des organisations semi-publiques comme le recouvrement des rails le long de la Park Avenue à New-York ou l'utilisation des droits aériens à la Gare Centrale de Montréal. Très souvent ces projets trouvent leur opportunité à l'occasion de grands travaux publics, comme le Michigan Avenue Bridge et la Wacker Drive à Chicago, l'ouverture des rues Dorchester et University à Montréal.

En passant, permettez-moi de signaler qu'il n'y a rien de plus profitable, au point de vue municipal, que ces grands travaux publics, conçus dans le cadre d'une rénovation fonctionnelle. L'exemple de la rue University à Montréal est probablement le plus probant. Les édifices déjà érigés en bordure de sa partie large, que certaines personnes ont qualifiés d'exagérée et d'inutile, paient suffisamment de taxes pour défrayer le coût des expropriations et des travaux de la rue University en moins de dix ans. C'est donc un projet rentable et même payant pour la Ville.

the economic life of the whole of the urban community. In other words, none of these projects can ignore community planning. To succeed fully, any redevelopment project must be conceived within the general frame of the future development of the city, by taking into account the favourable conditions created by functional and enlightened community planning.

These renovation projects are the spontaneous reaction to new needs, resulting from the moving of certain groups of the population or from technical changes, such as the replacement of big mansions on Upper Fifth Avenue in New York or in the vicinity of McGregor Street in Montréal by apartment buildings, or yet the substitution of small business buildings of Lower Manhattan for skyscrapers. Sometimes these projects are the result of the implementation of huge master plans conceived by private initiative or by semi-public organizations such as the covering over of the tracks along Park Avenue in New York and the utilization of the aerial rights over the Grand Central Station in Montréal. Very often these projects find their opportunity on the occasion of important public works, such as the Michigan Avenue Bridge and the Wacker Drive in Chicago or the opening of Dorchester and University Streets in Montréal.

Incidentally, allow me to point out that nothing is more advantageous, from a municipal viewpoint, than these large public works, conceived within the scope of a functional redevelopment. The example of University Street in Montréal is probably the most conclusive. The buildings already erected along its wide part, which certain people had thought to be exaggerated and useless, yield enough taxes to pay for the cost of the expropriations and the works of University Street in less than ten years. This is then a self-sustaining project and even a profitable one for the City.

* * *

I should like to cite here a few examples of redevelopment projects to give a clearer idea of the possibilities which are to be found in this field—for private

L'HOPITAL SAINT-LUC a démoli des taudis pour s'agrandir sur la rue Dorchester est.

ST. LUKE'S HOSPITAL has demolished slums to extend on Dorchester Street East.



J'aimerais à citer ici quelques exemples de projets de rénovation pour donner une idée plus exacte des possibilités qui se présentent dans ce domaine, tant pour l'initiative privée seule que pour cette dernière aidée par les pouvoirs publics. Afin de ne pas créer de problèmes de personnalités, je me limiterai à des exemples à l'étranger. Il y a le Stuyvesant Town, Riverton, et Peter Cooper Village réalisés à New-York par la Metropolitan Life Insurance Company. Il y a également à New-York le développement coopératif des Amalgamated Clothing Workers avec l'aide d'une hypothèque consentie par une compagnie d'assurance. À Pittsburg, on peut citer l'édifice à bureaux du Gateway Center construit sur la pointe du Golden Triangle par l'Equitable Life Assurance Society et également l'expansion industrielle de la Jones & Laughlin Steel Company. Dans ces deux cas, la Ville a exproprié les terrains et les a revendus au prix coûtant. À Chicago, le Michael Reese Hospital et l'Illinois Institute of Technology ont éliminé des taudis sans aucune assistance publique. À Chicago également, il convient de signaler tout particulièrement le travail prodigieux de la Land Clearance Agency. Elle a commencé ses opérations en 1947. En 1949, elle libère 100 acres de taudis près du Loop et les vend à la New York Life Insurance Company. Plus de 725 propriétés individuelles furent acquises et 733 bâtiments démolis. Environ 3200 familles furent déplacées. Le projet de rénovation comportait 2000 nouvelles unités de logement avec parcs, écoles et garages souterrains. D'autres initiatives de ce genre sont en voie d'exécution.

Le projet connu sous le nom de North Michigan Avenue's "Magnificent Mile" fut promu et réalisé uniquement par l'initiative privée. Ce programme de rénovation coûtant plus de \$200,000,000 fut financé uniquement par du capital privé. On prépara d'abord un plan d'urbanisme de grande classe pour environ 11 îlots, partant du Wrigley Building et du Tribune Tower au sud et se terminant au nord au Drake Hotel. Le territoire concerné, compris entre la North Avenue, la Rivière Chicago, le lac Michigan et la Wells Street, couvre une superficie

enterprise alone as well as for the latter aided by public powers. In order not to create any problem of personality, I will limit myself to examples found outside Canada. There is Stuyvesant Town, Riverton and Peter Cooper Village, developed in New York by the Metropolitan Life Insurance Company. There is also, in New York, the cooperative development of the Amalgamated Clothing Workers with the help of a mortgage granted by an insurance company. In Pittsburgh, there is the office building of Gateway Center erected on the tip of the Golden Triangle by the Equitable Life Assurance Society and also the industrial expansion of the Jones and Laughlin Steel Company. In both cases, the City has expropriated the land and sold it at cost price. In Chicago, the Michael Reese Hospital and the Illinois Institute of Technology have eliminated slums without any public assistance. In Chicago also, it is fitting to point out particularly the amazing work carried out by the Land Clearance Agency. It began its operations in 1947. In 1949 it had cleared 100 acres of slums near the Loop and resold them to the New York Life Insurance Company. More than 725 individual properties were acquired and 733 buildings demolished. Approximately 3200 families were moved. The redevelopment project comprised 2000 new dwelling units with parks, schools and underground garages. Other enterprises of this kind are being carried out.

The project known as North Michigan Avenue's "Magnificent Mile" was promoted and carried out exclusively by private enterprise. This redevelopment program costing more than \$200,000,000 was financed solely by private capital. First a high class community master plan was prepared for about 11 blocks, starting from the Wrigley Building and the Tribune Tower on the south and ending north at the Drake Hotel. The territory concerned, comprised between North Avenue, the Chicago River, Lake Michigan and Wells Street, covers an area of approximately 1½ square miles. More than 250 personalities of the region participated in the implementation of the plan. The "Magnificent Mile" is today recognized as "the fashion and luxury Avenue of the Mid-West". When can we expect the transformation



PARK ET PINE. Carrefour très achalandé, au pied du Mont-Royal. On y propose un étagement de voies — véritable plat de macaronis—qui risque de détruire une magnifique vue panoramique et de rendre impossible la rénovation des propriétés vétustes aux abords.

PARK AND PINE. A congested junction, at the foot of Mount Royal. It is proposed to erect there a traffic interchange with three levels — like a plate of macaroni — which may destroy a magnificent panoramic view and make impossible the renovation of the surrounding properties.

d'environ 1½ mille carré. Plus de 250 personnes éminentes dans la localité participèrent à la mise en oeuvre du plan. Le "Magnificent Mile" est aujourd'hui reconnu comme "the fashion and luxury Avenue of the mid-west". À quand la transformation de notre avenue McGill College en la rue des commerces de grand luxe entre l'Université McGill et la gare Centrale?

* * *

Le capital privé ne peut réussir sans l'aide des techniques de l'urbanisme. Il faut que les initiatives cadrent dans un plan d'ensemble compréhensif, susceptible d'être mis en force rapidement par des règlements appropriés de zonage et un programme efficace de dépenses capitales. Seul l'urbanisme peut guider adéquatement le développement de la ville, l'aider à tracer sa destinée et le cours de sa croissance, analyser ses possibilités futures et donner à l'initiative privée une idée claire et nette des solutions alternatives possibles aux problèmes généraux ou aux problèmes particuliers de chacune de ses parties.

La rénovation rencontre de nombreux obstacles, provenant des conditions physiques, des attitudes légales et politiques, et des sentiments populaires. Il y a d'abord l'état physique dans lequel se trouve notre développement urbain, surtout dans le centre de la ville. Il y a les taudis, les problèmes de la circulation et du stationnement. Il y a les barrières politiques créées par le manque d'organisation métropolitaine dans la région et leurs conséquences graves au point de vue des revenus disponibles pour des entreprises régionales du type du boulevard Métropolitain. Le morcellement de la propriété, un peu comme notre système de rues démodé, offre un autre obstacle majeur à la rénovation, surtout dans les secteurs vétustes où le remplacement en bloc des structures existantes semble le seul moyen de procurer au

of our McGill College Avenue into the thoroughfare of high luxury business establishments between McGill University and Central Station?

* * *

Private capital cannot succeed without the aid of community planning techniques. Initiatives must conform with a comprehensive master plan, liable to be applied swiftly through appropriate zoning by-laws and an efficient program of capital expenditures. Only by community planning can we guide the development of the city, helping it to trace the course of its growth, analyzing its future possibilities and giving to private enterprise a clear and neat idea of the alternate possible solutions to the general problems or to the particular problems of each of its parts.

Redevelopment meets with numerous hurdles, proceeding from physical conditions, legal and political attitudes and popular feelings. First, there are the physical conditions of the territory where the proposed urban development is located, mainly in the centre of the city. There are also the slums, parking and traffic problems. There are the political barriers created by the lack of metropolitan organization and their serious consequences from the viewpoint of available revenues for regional undertakings of the type of the Metropolitan Boulevard. The parcelling out of the properties, akin to our outmoded street network, offers another major obstacle to redevelopment, mainly in the obsolete sectors where the total replacement of the existing structures seems to be the only way of getting maximum utilization of the land. In most of these cases, the properties are parcelled out to the utmost, are often affected by heavy mortgages or yet belong to estates which allow for only limited means of action.

sol son utilisation maximum. Dans la plupart des cas, les propriétés sont morcellées à l'extrême, sont souvent affectées par des hypothèques considérables ou encore appartiennent à des successions ne disposant que de moyens limités d'agir.

Il y a également cette fausse conception des valeurs de terrain dans les sites propres à la rénovation. Non seulement les propriétaires se font des illusions à ce sujet, mais même le public en général s'y laisse prendre. Les prix atteignent des sommets que ne peut justifier aucun projet de rénovation. En général l'explication de ces valeurs faussées repose dans l'espoir de l'expansion continue des affaires dans le centre de la ville ou d'une demande pour des logements à rendement sans cesse plus élevé. Un zonage faussé permettant de l'industrie, du commerce et des maisons d'appartements bien au-delà des possibilités de réalisation, encourage ces fausses conceptions. Une autre explication se trouve dans des revenus suffisants pour justifier l'exploitation de maisons vétustes par suite de l'absence de dépenses capitales pour l'entretien et la transformation des bâtiments. Il n'est pas surprenant de constater que les $\frac{2}{3}$ des propriétaires dans les zones de taudis n'y résident pas et qu'au moins 25% des hypothèques appartiennent aux grandes corporations, institutions et successions, qui ne sont certainement pas pressées à provoquer la rénovation de ces zones.

* * *

Montréal, au point de vue urbanisme, n'est pas dans une situation inférieure par rapport aux grandes villes américaines. On y a graduellement mis en oeuvre des programmes susceptibles d'améliorer les conditions physiques, par le contrôle de la pollution de l'atmosphère, par un système d'espaces libres et de récréation adéquat, par un zonage de protection suffisamment flexible, par un contrôle sérieux des subdivisions, par une protection efficace contre les dangers d'incendies, par un code de construction sans cesse mis à date, et dont une revision est en cours encore présentement.

Les autorités municipales ont mis de l'avant un programme de dépenses capitales susceptibles d'adapter graduellement la ville aux besoins nouveaux. On pourrait citer une très longue liste d'ouvertures et d'élargissements de rues, de tunnels et de terrains de stationnement. Le transport en commun voit le remplacement du tramway par l'autobus s'effectuer très rapidement. Des règlements de zonage appropriés assurent un contrôle efficace de la densité d'utilisation du sol. De récents règlements visent à améliorer l'esthétique, surtout pour les grandes artères comme Sherbrooke et Dorchester. Un code de zonage général pour la ville est en préparation afin de répondre adéquatement aux demandes présentes et potentielles des différents quartiers. Ce code sera basé sur les notions les plus récentes, comme par exemple l'élimination de l'habitation dans les zones industrielles, la classification des industries selon leurs nuisances, le stationnement hors rue et la protection des projets d'ensemble intégrés.



DORCHESTER OUEST. Un exemple caractéristique de rénovation par l'entreprise privée. Il ne s'agit là que du tiers de l'édifice Cummings projeté.

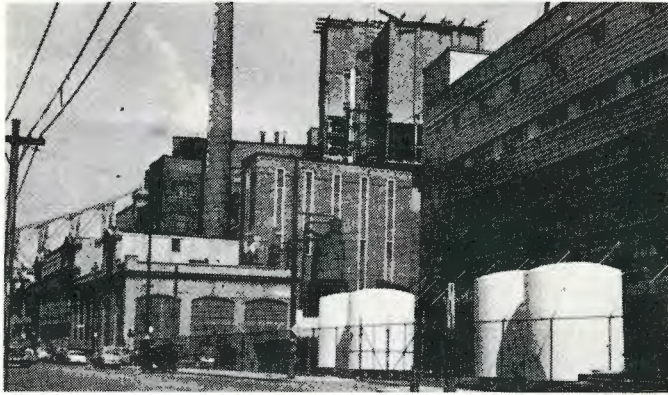
DORCHESTER WEST. A typical example of renewal by private initiative. This is only one third of the total projected Cummings building.

There is also a false conception of land values in the sites suitable for renovation. Not only do proprietors entertain illusions in this respect; even the public do also. The prices reach peaks which no redevelopment project can justify. In general, these illusory values are based on the hope of the continued expansion of business in the centre of the city or on a demand for dwellings with ever-increasing yield. Faulty zoning which allows industry, commerce and apartment buildings well beyond their possibility of realization, fosters these illusory conceptions.

Another explanation lies in revenues sufficient to justify the operation of blighted houses due to the fact that no capital expenditures are required to keep up and transform them. It is not surprising to note that two-thirds of the owners in slum zones do not reside therein and that at least 25% of the mortgages are in the hands of large corporations, institutions and estates which are certainly not in any hurry to induce the redevelopment of these zones.

* * *

Montréal, from a planning viewpoint, is not in an inferior situation compared to large American cities. Programs have been adopted to improve physical conditions by the control of air pollution, by an adequate system of free spaces and recreation, by a protective zoning sufficiently flexible, by a sound control of sub-



RÉNOVATION INDUSTRIELLE DANS LA PARTIE EST DU CENTRE DE LA VILLE.

INDUSTRIAL RENEWAL IN THE EAST END OF THE CENTRAL AREA.

Enfin et surtout, le Service d'Urbanisme a mis de l'avant, avec le support de l'administration, des projets bien adaptés à la rénovation des parties vétustes de la ville, surtout dans le centre de la ville, comme par exemple autour de la Gare Centrale, de la Cathédrale et de la Gare Windsor, autour de l'hôtel de ville et du pont Jacques-Cartier. Dans les cas où il est nécessaire d'utiliser les pouvoirs d'expropriation spéciaux pour un meilleur aménagement des abords des voies améliorées, des recommandations appropriées ont été faites et déjà plusieurs projets sont très avancés au point de vue réalisation.

Ce qui semble manquer le plus dans le moment c'est l'intérêt et la compréhension de l'initiative privée. Nous n'avons pas encore vu se propager ces mouvements enthousiastes de citoyens éclairés comme il s'en est produit à Baltimore, à Philadelphie, à San Francisco, à Chicago et autres villes américaines avec le succès qu'ils ont remporté partout. Le seul cas que nous connaissons à Montréal est celui du Comité des Citoyens pour l'Élimination des Taudis, qui a conduit au projet Dozois. Nous n'avons pas encore une association des hommes d'affaires intéressés au progrès du Centre des Affaires, ce Downtown Association qui existe dans presque toutes les villes américaines.

Les progrès que nous constatons partout dans Montréal sont certainement encourageants. Cependant, les efforts, bien qu'intenses, sont encore parsemés, incohérents et faits à la miette. Il est évident que nous manquons encore d'imagination, de courage et de confiance dans les possibilités de développement de notre propre ville. Cependant, ces possibilités sont énormes et ne réclament que notre initiative pour en tirer tous les bénéfices.

divisions, by an efficient protection against fire hazards, by a Building Code which is continuously kept up to date and the revision of which is presently being carried out.

The municipal authorities have advanced the progress of a program of capital expenditures liable to adapt the city gradually to new needs. A long list of opening and widening of streets, tunnels and parking lots could be cited. In the field of public transportation, the tramway has been replaced very rapidly by the autobus. Appropriate zoning by-laws insure an adequate control of the density of land occupancy. Recent by-laws aim at improving aesthetics, mainly for large arteries such as Sherbrooke and Dorchester. A comprehensive zoning code for the whole City is being prepared in order to meet adequately the present and potential needs of the various wards. This Code will be based on the most recent notions such as the elimination of housing in industrial zones, the classification of industries according to their performance from the viewpoint of nuisances, off-street parking requirements and the protection of integrated overall projects.

Last and above all, the City Planning Department, with the support of the Administration, has initiated projects which are well adapted to the redevelopment of the obsolete parts of the City, mainly in the centre of the City, such as the surroundings of Central Station, of the Catholic Cathedral and Windsor Station, of the City Hall and Jacques-Cartier Bridge. In cases where it is necessary to make use of the special expropriation powers for a better arrangement of the approaches to improved thoroughfares, appropriate recommendations have been made and already several projects are well under way.

What seems to be most lacking at the present time is the interest and understanding of private enterprise. We have yet to see the spreading of enthusiastic undertakings of well-informed citizens like those of Baltimore, Philadelphia, San Francisco, Chicago and other American cities, with their ensuing success. The only case we know of in Montréal is that of the Citizens' Committee for the removal of slums, which has led to the Dozois plan. We still do not have a businessmen's association interested in the progress of the Business Centre. Such a Downtown Association exists in practically all the American cities.

The progress we notice everywhere in Montréal is certainly encouraging. The efforts, however, though intensive, are still scattered, incoherent and piecemeal. It is obvious that we still lack imagination, courage and confidence in the possibilities of the development of our own City. These opportunities are tremendous and wait only for our initiative to derive all their potential benefits.

Une résumé de la conférence donnée par M. George S. Mooney, directeur du Bureau Municipal du St-Laurent de la Cité de Montréal, à la Chambre de Commerce de Laprairie, le 10 avril, 1956.

LE TRIANGLE ST-LAURENT—RICHELIEU

par George S. Mooney

Le terme "rive sud", à mon sens, englobe le territoire compris entre Valleyfield à l'ouest, Sorel à l'est, et remonte le Richelieu jusqu'à la frontière Canado-américaine. En fait, cette zone forme un triangle rectangle dont l'hypoténuse au nord-ouest touche le Saint-Laurent, la verticale longe le Richelieu et l'horizontale suit la frontière internationale. On peut, je crois, baptiser ce triangle "le triangle St-Laurent—Richelieu", dont la rive sud du St-Laurent en forme le côté nord-ouest.

Tout compris, la superficie de cette région est de quelque deux mille milles carrés. Cette étendue de terrain n'est pas relativement grande. Celle-ci n'est qu'une fraction de la superficie totale du Canada, ce n'est qu'une petite partie de la province de Québec. Cependant, cette région est égale à l'Île-du-Prince-Édouard, elle est plus vaste que l'état du Rhode Island et l'état de Delaware.

LA VIE PASTORALE DE LA RIVE SUD

Jusqu'à récemment, le territoire en cause a suivi le cours normal des événements. Il y a trois cents ans, le territoire était ni plus ni moins qu'une forêt connue seulement des sauvages. Les coloniaux français défrichèrent la région et plus tard les colons anglais se joignirent à ceux-ci en y faisant souche aux environs de Valleyfield, Howick et la frontière américaine. Les premiers colons de la région étaient fils de paysans français ou anglais, ils étaient attirés vers cette région en tant que cultivateurs. Les générations qui se succédèrent jusqu'à nos jours ont continué le travail du sol et l'élevage de troupeaux laitiers choisis.

L'existence des colons de la première heure fut dure et pénible. Ils vivaient sur un volcan, menacés tantôt par les guerres coloniales, tantôt par les sauvages. Éventuelle-

THE ST. LAWRENCE—RICHELIEU TRIANGLE

English Summary of the article by

Mr. George S. Mooney,

Director of the Seaway Bureau of the City of Montreal

This article by Mr. Mooney, based on an address given at the CHAMBRE DE COMMERCE DE LAPRAIRIE, is divided into two important parts: first, an explanation of the factors which are now making for an immense urban development in the St. Lawrence-Richelieu region south of Montreal; and, secondly, an urgent appeal for attention to the regional planning which such urban development demands.

The reasons for the very rapid expansion in the "Triangle" are explained by Mr. Mooney as follows:

(1) *the trend toward suburban living and the decentralization of industry and commerce;*

(2) *the acute scarcity of space for industrial plants on the island of Montreal;*

(3) *the impact on the Montreal region of the general economic expansion which is going on throughout Canada;*

(4) *the strategic position of the Montreal region in respect to natural resources;*

(5) *the abundance of electrical energy in the region;*

(6) *the topography which makes Montreal a kind of funnel for both river and ocean navigation; (the same funnel effect is reflected in land traffic; in short, everything must go through Montreal: ships, railways, roads, etc.);*

(7) *the construction of a new bridge below the Laprairie Basin and the improvement which is being accomplished on the other bridges;*

(8) *the construction of the new Seaway. Based on careful economic studies, the Federal Government and the Seaway Authority were convinced that the new*

ment, avec l'aide du temps, la paix faisant place à la guerre, on procéda au défrichement de la région dans une atmosphère plus normale. Ce territoire, au cours des années qui suivirent, connut une grande prospérité. Certains villages sont devenus villes, et certaines de ces villes se sont assurées une place enviable comme centres commerciaux ou industriels, quoique la région, dans son ensemble, soit restée principalement agricole.

LA MARCHÉ DU PROGRÈS INDUSTRIEL

Il y a un peu plus de cent ans, la marche du progrès commença à faire ombrage à la vie pastorale de la rive sud. En 1836, la Champlain and St. Lawrence Railway Company construisait le premier chemin de fer au Canada. Le but de ce chemin de fer était de relier St-Jean à Laprairie, dernière étape de l'itinéraire Montréal-New-York, voyage qui s'effectuait par bateau sur le Richelieu et le lac Champlain et par train sur une courte distance en territoire américain. Le chemin de fer canadien parcourait une distance de quinze milles entre St-Jean et Laprairie. À ce dernier endroit, les passagers laissaient le train et prenaient le bateau afin de traverser le Bassin de Laprairie. L'entreprise était admirable mais de courte durée. Laprairie oublia ses grandes ambitions et redevint agricole comme auparavant.

La période de l'histoire que nous étudions était tout de même remarquable par la révolution industrielle qui se fit sentir à travers le monde. L'homme d'alors était imbu d'un nouveau mode de vie où tous ses efforts étaient dirigés vers la mécanisation. Au commencement du dix-neuvième siècle, on découvrit une nouvelle source d'énergie, mise en valeur lorsque Thomas Edison se

rendit compte que l'électricité pouvait être usinée et livrée au consommateur tout comme l'eau, le pain ou le journal du matin. Les répercussions de cette grande découverte étaient pleines de promesses pour le Canada et surtout pour les régions dotées des ressources naturelles nécessaires à la production d'électricité.

RÉGION À PEU PRÈS UNIQUE

On a mis peu de temps à reconnaître que la section des lacs St-François—St.-Louis dans le comté de Soulanges était une région des mieux dotées au Canada pour l'aménagement de pouvoirs hydro-électriques. Le fleuve St-Laurent passe du Lac St-François au lac St-Louis par une succession de rapides (Côteau, Les Cèdres, Split Rock, et les Cascades) une dénivellation de 83 pieds sur une distance de quelque 15 milles. Cette richesse en ressources hydrauliques fut déjà décrite par un comité d'enquête fédéral comme "Région à peu près unique sur le globe."

Dès 1900, on considéra la mise en valeur de ces immenses ressources hydrauliques. Je n'ai pas l'intention de parcourir avec vous, l'historique du harnassement de nos ressources naturelles; je me contenterai de vous rappeler qu'en 1929, le gouvernement fédéral donnait son assentiment à un projet d'envergure qui était celui de capter l'énergie de la région Soulanges. Ce geste eut pour effet de mettre au monde la gigantesque centrale hydro-électrique de Beauharnois.

L'espoir d'industrialiser la rive sud fut ravivée encore une fois par ce nouveau développement. Cette aspiration fut faiblement réalisée. Quelques industries prirent place dans la région, mais la plus grande partie du pouvoir de

English Summary—continued from page 115

channel should be constructed on the shore of the Laprairie Basin since this district would be certain to develop as an important industrial centre.

REGIONAL PLANNING ESSENTIAL

Passing on to the urgent need for regional planning, Mr. Mooney points out that the City of Montreal and all of the surrounding municipalities are interdependent. Although divided by municipal or other boundaries, they are part of a single economic region.

A regional plan, he says, should have for its object the systematic and progressive development of the region. It should combine the efforts of federal, provincial and municipal governments and of every other organization interested in the progress of the area.

The following problems, among others, would be taken into account: (1) the construction, modification and protection of the road network to link the various rural and urban centres; (2) the bridges and tunnels needed in the region; (3) the spaces to be reserved for parks and playgrounds; (4) the preservation of natural, historic or artistic sites, as well as the creation of monu-

ments; (5) the zoning of space outside the municipalities which should be dedicated to industry, commerce, residential districts, airports, etc.; (6) the railway network; (7) the system of public services for the region, such as drinking water, sewers and drainage; (8) community planning on a regional basis to assure a progressive and rational economy.

Since a land use plan is indispensable and the problem concerns all districts in the region—especially those districts which now surround the municipalities but are not part of them—Mr. Mooney urges that a regional planning commission should be created at the earliest possible moment. If this is not done very soon, he points out, the situation will become uncontrollable, indeed disastrous, for the whole region.

There is no time to lose, he declares, in (1) preparing a plan of attack and grouping all those concerned with the problem; (2) preparing the legislation necessary to create a regional planning commission; (3) obtaining the Provincial Government's approval for such legislation; and finally, (4) seeing that the law is applied.

Beauharnois fut et est encore distribuée sur l'île de Montréal, où usines, manufactures et services publics utilisent le plus grand pourcentage de l'énergie produite par cette centrale.

La leçon qui se dégage de ce qui précède est que, à quelques exceptions près, l'industrie requiert d'autres facteurs que l'énergie électrique pour s'établir autour d'une centrale qui lui fournira son électricité. La rive sud, il est vrai, est riche en électricité, mais elle n'a pas ces autres facteurs qui sont aujourd'hui nécessaires pour opérer économiquement et efficacement. Par exemple, le coût de transport pour plusieurs industries est plus significatif que le coût de l'électricité. À part le transport, il ya encore une multitude de facteurs qui entrent en ligne de compte dans le choix d'un site pour une usine. Ainsi, quoique la rive sud puisse offrir son électricité en abondance et à prix raisonnable, elle n'a pas les autres qualités nécessaires pour le développement industriel sur une grande échelle, même si Valleyfield, Beauharnois, St-Jean, Sorel et les têtes de ponts en face de Montréal sont devenus des centres industriels assez importants. L'abondance d'électricité fournie par la Beauharnois et la Southern Canada Power a été un facteur très important à la croissance de la région, mais ce facteur n'a tout de même pas changé le caractère économique régional. Le territoire est resté essentiellement agricole.

NOUVEAUX FACTEURS

Quoique le chemin de fer Champlain-St-Laurent n'ait pas laissé de marques sur le caractère économique de la région et quoique la centrale de Beauharnois ait à peine stimulé l'activité industrielle dans cette même région, plusieurs prétendent que la canalisation du St-Laurent, en plus de la grande expansion qui se fera sentir dans la province de Québec et dans le Canada tout entier, créera une multitude de facteurs qui contribueront à faire du "triangle St-Laurent-Richelieu", un des grands centres industriels du Canada. Je veux discuter avec vous de ces nouveaux facteurs et des possibilités futures de la région.

En novembre dernier, lors d'une causerie, j'ai analysé quelques-uns des événements qui se sont produits sur la rive sud entre Contrecoeur et Valleyfield. J'ai rappelé à mon auditoire, que depuis un an, en prévision d'un développement industriel possible dans ce coin du pays, un grand nombre de fermes avait été acheté. J'ai fait remarquer que déjà plusieurs nouvelles industries avaient décidé de se construire dans la région, certaines ont même commencé et d'autres les suivront. J'ai aussi décrit les nombreux développements domiciliaires qui sont en voie de construction où à la veille de l'être, ainsi que certains établissements commerciaux qui se sont établis dans la région ou le seront sous peu. J'ai aussi fait remarquer que dans l'ensemble, ces nouvelles industries et ces nouveaux centres résidentiels ont depuis deux ans, investi au-delà de \$110,000,000, et lorsque les nouvelles usines seront en opération, elles embaucheront près de 5,000 personnes.

On peut dire qu'en général, villes, villages ou paroisses de la rive sud se sont tous ressentis des effets de cette recrudescence d'activité économique. Si, jusqu'ici le rythme de croissance fut quelque peu lent, tout nous porte à croire que ce tempo s'accélénera. La valeur des terrains à la campagne comme à la ville est montée en flèche. De nouvelles familles prennent souche dans la région et de nouveaux centres d'habitation ou villes modèles se font remarquer un peu partout. Des rumeurs fondées ou non agrémentent la situation; on nous annonce que telle ou telle industrie a choisi un site sur la rive sud, on nous fait déjà entrevoir des centres d'achats importants, etc. Il semble qu'enfin la rive sud va voler de ses propres ailes. Certaines sections de la région se sont déjà développées à une rapidité quasi vertigineuse, pour plusieurs raisons.

LA CROISSANCE DE LA RÉGION MÉTROPOLITAINE

Une de ces raisons est la croissance rapide de la région métropolitaine, qui fait tache d'huile dans toutes les directions. De nouveaux développements résidentiels ont attiré un pourcentage de population vers les centres en banlieue de Montréal, sur l'île et même au-delà de l'île, dans un rayon de 15 à 20 milles. Il y a eu une quantité de projets de maison en banlieue, l'on a découvert comme par hasard qu'il faisait bon vivre sur la rive sud. Cette localité est assez près de Montréal pour qu'il soit possible d'y voyager matin et soir. Les environs sont agréables et en général on aime la rive sud. Cette tendance à vivre en banlieue continuera et même s'accroîtra de plus en plus. De ce fait, un nombre croissant de familles iront s'établir sur la rive sud.

LA TENDANCE À DÉCENTRALISER

Une autre raison est la tendance à décentraliser les régions métropolitaines. Plusieurs industries ont une préférence marquée pour les abords d'une ville plutôt que la ville elle-même. D'autres usines à opérations multiples décentralisent certaines phases de production. Il faut aussi réaliser que les sites industriels requis par les grandes usines se font de plus en plus rares dans les centres métropolitains.

Ces facteurs parlent en faveur de la rive sud, mais ne peuvent donner rien de plus qu'une croissance régulière. Avec les années, le développement serait certainement imposant mais non pas extraordinaire. Normalement, la rive sud et les régions environnantes sont appelées à se développer de la même manière que les autres régions montréalaises. Mais l'avenir semble annoncer une période extraordinaire pour la rive sud. Des événements de grande portée influenceront l'avenir du "triangle St-Laurent-Richelieu", et spécialement son côté nord, c'est-à-dire la rive sud et les territoires qui y touchent. Examinons brièvement ces événements importants.

LA NOUVELLE VOIE MARITIME

L'événement qui aura sans doute le plus de conséquences est cette nouvelle voie maritime qui s'ouvrira à la

navigation dès 1959. Il est certain que ses répercussions sur la rive sud seront grandes. En effet, cette voie maritime créera une route fluviale à partir des Grands Lacs jusqu'à l'océan et suivra, entre Sorel et Valleyfield, une trajectoire parallèle au côté de notre "triangle St-Laurent—Richelieu". On peut déjà entrevoir des possibilités d'installations portuaires entre Varennes—Contrecoeur et entre St-Lambert et Côte Ste-Catherine. Le canal de Beauharnois sur la nouvelle route St-Laurent—Grand Lacs, nous laisse aussi entrevoir des possibilités d'expansion intéressantes. Un autre aspect de notre croissance future est le site insulaire de Montréal entouré de toute part par de vastes territoires susceptibles de se développer en tout sens.

L'AVANTAGE D'UN CENTRE MÉTROPOLITAIN COMPLÈTEMENT ENTOURÉ DE TERRAINS

Il est certain qu'un centre métropolitain complètement entouré d'un territoire qu'il peut influencer, a beaucoup plus de chance de croissance qu'un centre entouré d'espaces ou d'eau qu'il ne peut pas développer. Montréal est un bon exemple d'un centre complètement entouré de terrains dont il peut mettre à profit pour son expansion. Vancouver, d'un autre côté, est limité dans son expansion par les montagnes et la mer. Toronto fait face à une mer intérieure et de ce fait, ne pourra pas se développer de ce côté. Cette ville a à sa disposition pour fins d'expansion, la moitié du territoire qui entoure Montréal.

Les avantages dont Montréal pourrait bénéficier sont tout de même conditionnés par la facilité avec laquelle l'on pourra franchir les cours d'eau qui entourent l'île. Les possibilités de croissance ou de développement de la région pourraient être amoindries si l'on ne gratifiait pas Montréal d'un système de transport adéquat. C'est là une des raisons qui justifient de l'importance du nouveau pont au-dessus du Bassin de Laprairie et qui parlent en faveur d'un tunnel ou d'un autre pont.

Les projets en cours répondront aux besoins présents mais quand le pont de Laprairie sera terminé, dans environ 5 ans d'ici, nous aurons alors besoin d'autres ponts ou tunnels pour satisfaire à une circulation encore plus intense. La demande ira en augmentant à mesure que la région prendra de l'ampleur. D'ici les prochains 25 ans, je crois que l'expansion qui se fera sentir dans "le triangle St-Laurent—Richelieu", sera tel qu'il faudra au moins trois autres points au dessus du St-Laurent.

L'avenir de la rive sud et des régions environnantes semble s'annoncer comme suit:

SOMMAIRE

Après plusieurs années de croissance assez lente mais régulière que n'a pas su accélérer ni la construction du Champlain—St. Lawrence Railway, ni la centrale de la Beauharnois, une série de circonstances ont surgi et semblent assurer l'épanouissement du district. La région métropolitaine peut s'attendre à une expansion rapide vu:

Premièrement: la tendance à vivre en banlieue et à décentraliser établissements commerciaux et industries.

Deuxièmement: la rareté d'espaces sur l'île de Montréal pour abriter certaines industries.

Troisièmement: l'expansion économique qui se fait ressentir au Canada.

Quatrièmement: la situation stratégique de la région montréalaise par rapport aux ressources naturelles.

Cinquièmement: l'abondance d'énergie électrique dans la région.

Sixièmement: la topographie de Montréal qui fait de Montréal une espèce d'entonnoir par lequel passe la navigation fluviale en provenance des Grands Lacs ou de la mer. Ce même effet d'entonnoir se fait sentir aussi sur le trafic terrestre. En un mot, tout doit passer par Montréal, bateaux, camions, chemins de fer, etc.

Septièmement: la construction d'un nouveau pont au-dessus du Bassin de Laprairie et les améliorations qui se font sur les autres ponts.

Huitièmement: l'ouverture prochaine de la nouvelle voie maritime du St-Laurent. Ce point de vue, basé sur des études économiques sérieuses, a convaincu le gouvernement fédéral et l'administration de la voie maritime de construire le nouveau canal sur les rives du Bassin de Laprairie, bassin qui pourrait servir à l'expansion du port de Montréal, ce district deviendra certainement un centre industriel important.

Notre optimisme est solidement fondé. Je n'ai ni le temps ni l'intention d'analyser en détail ce qui m'incite à penser de cette façon. Je me contenterai de vous faire une brève énumération. Pour plusieurs, l'avenir de Montréal et de sa région semble un peu nébuleux, mais d'un autre côté, cet avenir semblera des plus prometteurs si l'on considère que la région de Montréal est une des plus favorisées au monde en minerai de fer; elle possède des forêts immenses et une grande concentration de pouvoirs hydrauliques. Toutes ces ressources sont économiquement accessibles à Montréal. Ces trois ressources naturelles du Québec sont les bases sur lesquelles notre futur sera édifié. Lorsque l'on entrevoit la nouvelle voie maritime et la position géographique de Montréal vis-à-vis du marché métropolitain, il est difficile de ne pas entrevoir un avenir extraordinaire pour la région.

BESOIN D'UN PLAN RÉGIONAL

Nous avons besoin, et très bientôt, d'un plan régional pour toute la région métropolitaine et surtout la rive sud. Le futur de Montréal, ses environs et les têtes de ponts sont tous inter-dépendants les uns des autres. Quoique les territoires soient divisés par frontières municipales ou autres, ils font partie d'une seule et même région économique. Ce qui affecte une partie touche le tout. Les problèmes de routes, d'eau potable, d'égouts, de transport en commun, sont communs à la région et ne peuvent pas être résolus sans une action concertée.

Par plan régional, je veux dire un plan qui aurait pour but le développement systématique et progressif de la

région, et qui grouperait les efforts des gouvernements fédéraux, provinciaux, municipaux et enfin de toute autre organisation intéressée au progrès de la région. On y étudierait, entre autres, les problèmes suivants:

Premièrement: le système routier à conserver, modifier et construire entre les différents centres ruraux ou urbains.

Deuxièmement: les ponts, tunnels nécessaires dans la région.

Troisièmement: les espaces à réserver pour en faire des parcs, terrains de jeux.

Quatrièmement: la préservation de certains sites naturels, historiques ou artistiques, ainsi que l'érection de monuments.

Cinquièmement: le zonage d'espaces en dehors des municipalités qui devraient être consacrés à l'industrie, au commerce, aux quartiers résidentiels, aux aéroports, etc.

Sixièmement: le réseau ferroviaire.

Septièmement: le système de services publics pour la région tels que: eau potable, égouts, égouttement, etc.

Huitièmement: l'urbanisme régional afin d'assurer une économie progressive et rationnelle.

Dans la poursuite de cet objectif, le plan régional opérerait en coopération étroite avec les corps publics, les gouvernements, chemins de fer, etc., en un mot, avec les intéressés à la région. Il ne tenterait pas de faire accepter ses vues ou d'imposer ses idées. Au contraire, la fonction d'un plan régional serait de coordonner les projets individuels de chacun et d'en faire un tout qui représenterait l'intérêt général. Cet organisme travaillerait au développement de toute la région.

À moins que quelque chose du genre soit fait, il est à peu près sûr que cette grande étendue de terrain de plusieurs centaines de milles, ait des troubles de croissance sérieux. Le futur que nous envisageons comme prometteur pourrait ne pas l'être et donner lieu à un cahot tel que celui-ci: des maisons privées établies ici et là parmi les usines, des champs destinés à l'agriculture, occupés par des boutiques; un quartier riverain transformé en entrepôts de charbon, cour de rebuts, ou flanqué des réservoirs d'huile. Il y a une place pour toutes choses et il ne faut pas croire que l'intérêt privé ait le droit de construire où il veut, ce qu'il veut, sans considération pour l'intérêt public. On doit contrôler l'usage des terrains dans une région, ce contrôle est absolument nécessaire.

LE PROBLÈME DES ROUTES N'EST QU'UN ASPECT

La création d'une commission provinciale pour l'étude et la solution du problème routier dans la région de Montréal est un pas dans la bonne direction. On doit en féliciter le gouvernement provincial. Il est à espérer que cette commission fasse connaître ses vues et recommandations aux autorités compétentes, et que celles-ci remédient à la situation. Les routes sont les artères d'une région comme celle de Montréal. Si ces artères sont incapables

de canaliser, d'un point à un autre, le flot de trafic de marchandises ou de citoyens, alors toute la région en souffrira, elle deviendra congestionnée, spasmée, immobilisée dans son progrès avec grande possibilité de détérioration.

Le problème des routes n'est qu'un aspect du plan d'urbanisme régional. Jusqu'à un certain point, ces routes détermineront du plan de croissance et de mobilité, mais elles ne détermineront pas du genre de développement qu'on permettra dans telle ou telle section du territoire. Ce contrôle sera des plus importants et devra faire partie intégrale d'un plan d'ensemble préparant le grand Montréal de demain.

Le temps passe vite. Dans trois ans la voie maritime sera en opération. Nous avons déjà une idée de ses répercussions sur la région de Montréal et plus particulièrement la rive sud. Et nous pouvons même ajouter que si les constructions continuent de montrer comme elles l'ont fait depuis deux ans, en 1960, c'est-à-dire dans quatre ans, un autre deux cent on trois cent millions de capital aura été investi dans la région sous formes de nouvelles industries, développements résidentiels et commerciaux.

Nous espérons que ces additions seront conçues, construites et situées de façon à enjoliver et à enrichir la région. Nous avons aucune indication qu'elles le seront. Nous avons même lieu de croire que quelques-unes déprécieront leur voisinage. Déjà nous constatons avec peine qu'il existe du désordre dans certains coins. Des terres qui devraient être réservées à la résidence ont été vendues pour fins commerciales ou industrielles. Ici et là, on a entrepris de construire d'agréables quartiers résidentiels ou des centres commerciaux, mais dans certains cas, les projets n'étaient pas déjà en marche qu'on décidait d'exploiter le projet pour d'autres fins, incompatibles aux idées originales.

UNE COMMISSION D'URBANISME RÉGIONALE

Un plan de zonage et de contrôle de terrain est la seule solution au problème. Comme le problème touche tous les coins de la région et surtout les zones qui entourent les municipalités mais n'en font pas partie, il est essentiel qu'une commission d'urbanisme régionale soit créée et fonctionne tel que déjà je l'ai suggéré. À moins que ceci soit fait, très prochainement, nous risquons que la situation devienne incontrôlable, désastreuse pour toute la région.

Je ne suis pas le seul à favoriser une telle commission. Mon collègue, Monsieur Charles-Édouard Campeau, directeur de l'Urbanisme de la ville de Montréal, président de la division du Québec de l'Association canadienne d'Urbanisme, ainsi que mon bon ami, Jacques Simard, maire de Prévile*, en ont souvent parlé. Le besoin d'une telle commission est reconnu d'à peu près tous.

*Voir *Quelques problèmes d'urbanisation: y a-t-il une solution?* par Jacques Simard, COMMUNITY PLANNING REVIEW, septembre 1955.

L'assemblée de ce soir témoigne de la nécessité d'une telle commission tout comme celle de St-Lambert où un groupe de citoyens se sont réunis afin de protester contre les embranchements proposés du pont Victoria.

Une telle situation aurait probablement pu être prévue si une commission régionale avait existé.

Le dilemme du pont Victoria auquel nous avons à faire face, est une conséquence de l'absence de commission régionale.

Le pont Victoria est seulement un des facteurs favorables à l'existence d'une commission régionale. Nous entrevoyons que plusieurs autres situations seront envisagées plus effectivement si elles sont canalisées vers une telle commission. J'en nomme quelques-unes:

- le nouveau pont au-dessus du Bassin de Laprairie;
- les conséquences de celui-ci sur les régions environnantes;
- le changement des approches aux ponts Jacques-Cartier et Honoré Mercier;
- le tunnel sous le canal Beauharnois;
- la construction de nouvelles routes;
- de nouvelles voies ferrées;
- et enfin, les effets qu'aura la canalisation sur les territoires riverains.

Nous devons aussi considérer que, dans un avenir rapproché, cette commission aurait à débattre les problèmes de la canalisation du Richelieu entre Montréal et New-York, projet qui, je crois, semble maintenant réalisable et devient une conséquence de la construction de la nouvelle voie maritime, St-Laurent—Grand Lacs.

IL N'Y A PAS DE TEMPS À PERDRE

Les événements se succèdent très rapidement, événements qui auront une influence marquée sur la santé économique de la région. Ces événements peuvent nous être favorables. Ils peuvent aider à développer la région d'une façon ordonnée où il fera bon travailler et vivre.

Nous avons à nous décider aujourd'hui. Dans quelques années, il sera trop tard, le dommage sera fait et il sera irrémédiable. Il nous faut:

en *premier lieu*, tracer un plan d'attaque et grouper tous les intéressés au problème;

en *second lieu*, il faudra préparer un projet de loi pour la création d'une commission d'urbanisme régionale;

en *troisième lieu*, il faudra que le gouvernement provincial sanctionne la loi; et enfin,

en *quatrième lieu*, il faudra voir à l'application de celle-ci.

Les quatre étapes du projet sont plus difficiles à réaliser qu'on peut le penser. Grouper des individus pour travailler coopérativement n'est pas chose facile.

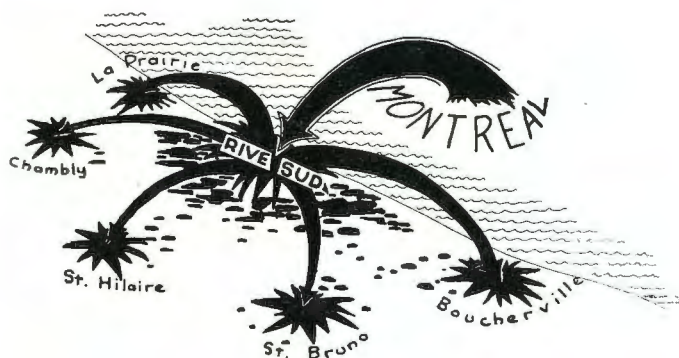
Il y aura toujours certains qui, pour une raison ou une autre, ne voudront pas faire front commun. Ils seront peut-être satisfaits des choses comme elles le sont, ou ils penseront peut-être qu'une commission régionale entraînerait en conflit avec les autorités déjà établies.

Il ne sera pas non plus facile de tracer un projet de loi et de définir de quelle façon la commission sera établie, qui elle comprendra, comment elle sera financée. L'approbation de cette loi à Québec demandera certainement beaucoup de travail et, même lorsque les difficultés préliminaires seront aplanies, il faudra un certain temps pour le recrutement d'un personnel adéquat qu'exigera une telle commission.

Ce sera seulement à ce point que la commission pourra fonctionner et faire les études nécessaires avant de procéder au plan-contrôle pour le développement de la région.

Je crois qu'au moins un an passera avant qu'un tel plan puisse être créé et mis en force. Entre temps, la commission régionale pourra prendre des mesures intérimaires qui empêcheront la situation de devenir hors de contrôle.

J'ai tenté de vous faire voir le futur du "triangle St-Laurent—Richelieu", ses besoins et ses problèmes. L'avenir s'annonce prometteur à condition de s'y préparer. Cette préparation n'est pas au-delà de nos forces, mais demande une grande somme de travail de la part de tous et de chacun d'entre nous. Je profite de l'occasion pour vous assurer de mon entière coopération dans la préparation de cet avenir, qui j'en suis sûr, dépassera toutes nos espérances.



Mr. Cumming is Associate Research Officer in the Radio and Electrical Engineering Division of the National Research Council, Ottawa.

COMMUNITY TELEVISION SYSTEMS

by W. A. Cumming

Although a large part of the Canadian population is within range of television stations either in Canada or in the United States, there remain many communities which are not served at all or in which the set owner must install an elaborate and often unsightly antenna system in order to obtain adequate reception. While the number of communities not receiving primary television coverage is decreasing because of the construction of new transmitting stations, there will always be areas which, although served by a local station, are within the so-called "fringe area" of a neighbouring station. In cases where the neighbouring station carries programs differing from those available locally, set owners are again faced with the necessity of installing an elaborate antenna system if they wish to take advantage of the variety offered by a second channel. Thus it appears that this problem of fringe area reception, while acute at the present time, will always remain with us to some extent.

This is a problem of interest not only to the viewer but to the community planner, the broadcaster, the television dealer and other local businessmen. The viewer is concerned with obtaining reliable reception at low cost, and, together with the community planner, is anxious to avoid elaborate and unsightly antenna systems such as those shown in *Figure 1*. An increase in the service area of the transmitter is of course valuable to the broadcaster, while from the dealer's point of view, sales are likely to be higher in a two-channel area. Finally, any system which provides an alternative, on a community basis, to individual antennas, has investment possibilities of interest to the businessman. Such an alternative is the community television distribution system, and it is the purpose of this report to outline the principle of operation of such a system in non-technical language, and to discuss the manner in which a system should be designed and installed.

RECEPTION OF TELEVISION SIGNALS

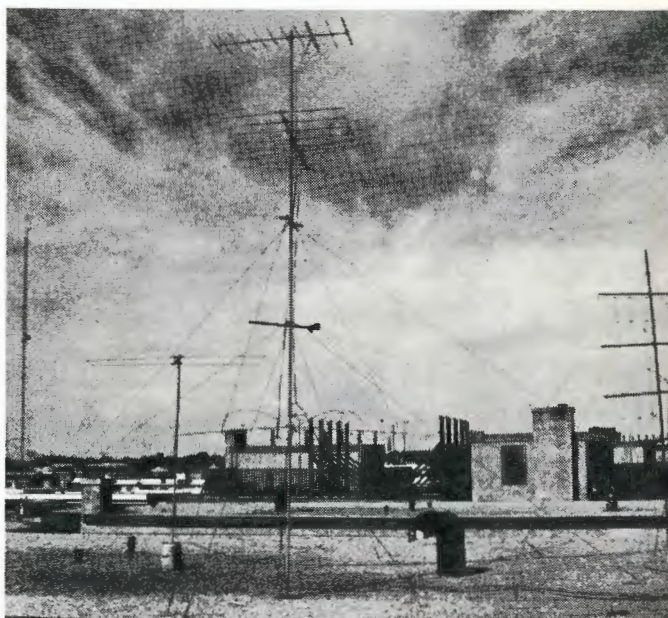
When considering the problem of receiving television signals, it is natural to ask whether or not the television

antenna will go through the same evolution as the broadcast antenna. Will a small antenna built into the receiver replace the external type?

Insofar as the reception of local stations is concerned, the answer, with reservations, is "yes". Receivers located within, say, ten miles of a present-day television transmitter can be expected to give satisfactory performance with either an antenna built into the receiver cabinet or a simple dipole-type antenna in the form of the familiar "rabbit ears" located on top of the receiver. While this is generally true, in certain instances so-called "ghost" interference cannot be eliminated by using rabbit ears, and a more elaborate antenna, located either outside or in the attic is needed. This type of interference is caused

Figure 1. Individual TV antennas on an apartment building.

Antennes individuelles sur une maison à appartements.



by two signals reaching the receiver: one directly from the transmitter, and the other by reflection from nearby buildings. Since the second signal travels a greater distance, it takes longer to reach the receiver and thus produces a second image on the picture tube a fraction of a second later than the first one. This problem is overcome by using a directional antenna which has a "blind spot" in the direction of this second signal and thus eliminates the second image.

Receivers located in the range of, say, 10 to 40 miles from the transmitter at the present time require either indoor-type antennas or a simple, inconspicuous outdoor-type mounted at roof level. Apart from cases where ghost signals are present, it is foreseeable, that in the future, reception at ranges up to 40 miles will be possible with only indoor antennas, and perhaps even with the built-in types. Thus, as in the case of radio broadcasting, the reception of local stations presents no serious antenna problems, and it is reasonable to expect that in the future the antenna for this type of reception will become even less conspicuous than it is today.

It is in the case of receivers located more than 40 miles from a transmitter that the built-in antenna holds little promise. At these distances the signals from a transmitter are usually strong enough to operate a receiver, provided they can be intercepted by a large enough antenna, located at a reasonable height, in order to overcome partially the shadowing effect caused by the earth's curvature.

Both the size and height requirements, however, increase rapidly beyond the line of sight. Consider, for example, a transmitter with a line-of-sight distance of 30 miles: an antenna capable of receiving from this transmitter at a distance of 35 miles would be quite inadequate if installed at a point 45 miles from the transmitter; in fact, its height would either have to be increased by a factor of four or its size increased by the same factor. In a practical case, a compromise of twice the height and twice the size would likely be used. In any event, it is seen that regardless of steps taken to increase the range of the station itself, signals can be obtained ten miles farther out by doubling the antenna size and by increasing its height by a factor of two.

Taking 60 miles as the maximum foreseeable range at which reception can be obtained by means of a relatively simple antenna mounted at an inconspicuous height, the question remains: what will be the demand for reception beyond this range? This is equivalent to asking how many people will live more than 60 miles from a station, and how much viewers who are already served by one or more local stations are prepared to pay in order to bring in an additional channel 60 miles or more distant. It is beyond the scope of this paper to answer these questions, so it must be assumed that such a demand exists and will continue to exist.

As already shown, reception beyond 60 miles in general requires a fairly elaborate antenna, located at a considerable height, in order to ensure reliable, continuous reception. To the individual viewer this means a substantial initial outlay, a certain amount of maintenance, and the possibility of damage to his property in the event of storms of unusual severity. To the community as a whole, it means a considerable change in the appearance of the skyline as the number of dwellings supporting these structures increases. A logical step, from both points of view, is to attempt to share the signal received on a given antenna with a number of receivers. A single antenna, for example, might be set up to serve a number of viewers in an apartment block: such an installation is known as a "master antenna system". On a larger scale, a single antenna might be set up to serve several thousand receivers, and it is this latter scheme which is known as a "community television system".

OPERATION OF THE SYSTEM

In the present state of the art, several hundred or even a few thousand receivers can be served by a single antenna and distribution system such as the one shown diagrammatically in *Figure 2*. Such a system is provided with a signal which in most cases is more reliable than the signal which could be obtained by using individual antennas. In the usual case, the antennas proper are located on a height of land—at present not more than 15 miles from the central distribution point. On this site, a combination of tower height and antenna size is chosen to provide an adequate signal on each channel available. For example, an 80-foot tower might be erected to carry carefully-directed antennas which would deliver strong ghost-free signals on, say Channels 2, 3, and 7. Electronic equipment located in a building near the tower would be used to amplify or strengthen the incoming signals, and by a process known as "frequency conversion" alter their frequencies to Channels 2, 4, and 6, respectively. This frequency change is made for two reasons. First, Channels 2 and 3 are adjacent channels, and in the course of passing through the numerous amplifiers needed for their distribution, might interfere with each other; but by moving the Channel 3 signal to Channel 4, there would be sufficient separation between them to reduce this interference greatly. Secondly, since Channel 7 is at a much higher frequency than Channels 2 or 3, it would be more highly attenuated or damped out in travelling many miles in the cable to the receivers. By lowering its frequency to Channel 6, it would suffer the same attenuation as the other two channels and hence would require approximately the same amount of amplification.

From the remote site, the amplified signals are conducted by means of a coaxial cable to a central distribution point. Amplifiers spaced at intervals along the length of this cable boost the signal to compensate for losses in the cable. This portion of the system must be laid out

with great care, for irregularities in the line can cause the signal to be reflected back and forth, producing the ghost image referred to earlier. At the central distribution point the signals are again amplified, and conducted by smaller cables to the areas to be served. From this point on, the distribution is similar to that used for telephone signals or for the distribution of electrical power. A branch line carried on telephone poles runs down each street, and individual coaxial cables of still smaller size are connected between the branch line and the individual residences. These cables terminate in an outlet to which the television receiver is connected.

In the example cited, the viewer would receive the original signals from the distant channels (2, 3, and 7) as strong signals of more or less equal magnitude on Channels 2, 4, and 6. His set controls would function in the usual manner, and he would make no adjustments to the incoming signal on the line. The system itself could be largely unattended, requiring only routine maintenance and replacement of tubes at certain intervals.

SYSTEM PLANNING

It is evident from this brief description of a typical installation that a community television system is basically a public utility, similar in many respects to a telephone or electrical distribution system. As a result, its design and construction must be carried out in accordance with good engineering practice if it is to give reliable service and be a financial success. Looking briefly at the economic aspects, most of the community television companies operating today make a basic charge for connection to the system, plus a small monthly charge. Typical current figures are \$150 for connection, and thereafter a \$4 monthly service charge. These costs are fairly competitive with the cost of erecting a 30 or 40-foot tower on a house, complete with an antenna and rotator assembly, a mast-head pre-amplifier and associated wiring. It will be realized that a number of factors must be taken into account in considering an area for community television, and that some areas are more suited to an installation than others. A densely-populated city located in a valley 60 miles from a television transmitter would lend itself to an economical installation, such as that shown in *Figure 3*, consisting of a simple antenna located on one

of the surrounding hills and a short trunk line running down into the city. On the other hand, a sparsely-populated community 100 miles from a transmitter, on flat open country, would require a high tower, an elaborate antenna and long cable runs.

Since good engineering is essential to the successful installation of a system, an engineering consultant should be engaged in the early planning stages. The first responsibility of this consultant would be to make a preliminary survey of the area and to give an estimate of the number of channels which could be received, the likely location of a receiving site, a proposed layout for the distribution system and, on the basis of this survey, to estimate the cost of the project. In some instances, it might then be necessary to conduct a survey within the community to determine the number of persons who would subscribe to the service on the basis of the estimated cost per output and channel variety to be offered. If it appeared feasible to proceed with an installation, the consultant would then be responsible for its detailed design, including a signal survey to determine exactly what type of tower and antenna system would be needed for reliable service. In addition to planning the layout, the consultant would normally advise concerning the type and source of equipment, and he would supervise the awarding of contracts, the installation and proof-of-performance of the system. It should be pointed out that several of the companies marketing equipment for television distribution systems maintain an engineering staff to consider all the problems of system planning, and are prepared to perform the functions mentioned, although an independent consultant should still be retained to advise on the proposals put forward by this supplier.

There are a number of considerations involved in the detailed planning of a system which are worth outlining briefly. In an over-all appraisal of an area, the factors to be considered would include the distance from proposed or existing television stations, the nature of intervening and local terrain, the density of population, and street layout. It will be evident that a study of these factors would permit an estimate of the cost of the project and of the annual per capita service charge.

Since system reliability depends on the signal received at the remote antenna site, this site must be chosen with

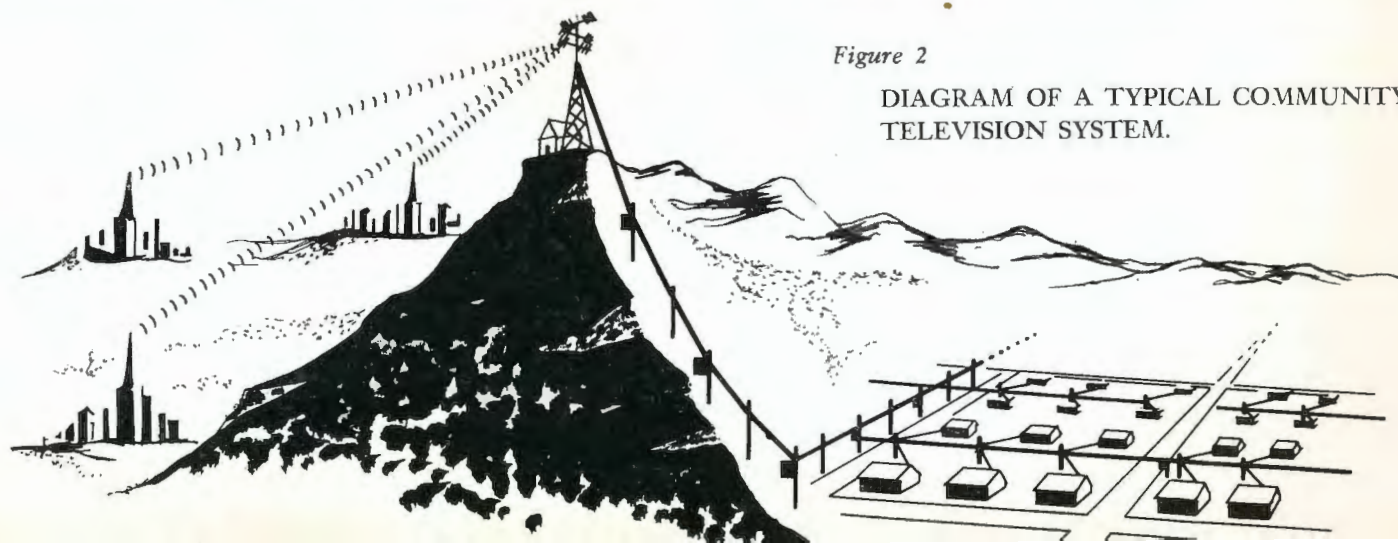


Figure 2

DIAGRAM OF A TYPICAL COMMUNITY TELEVISION SYSTEM.

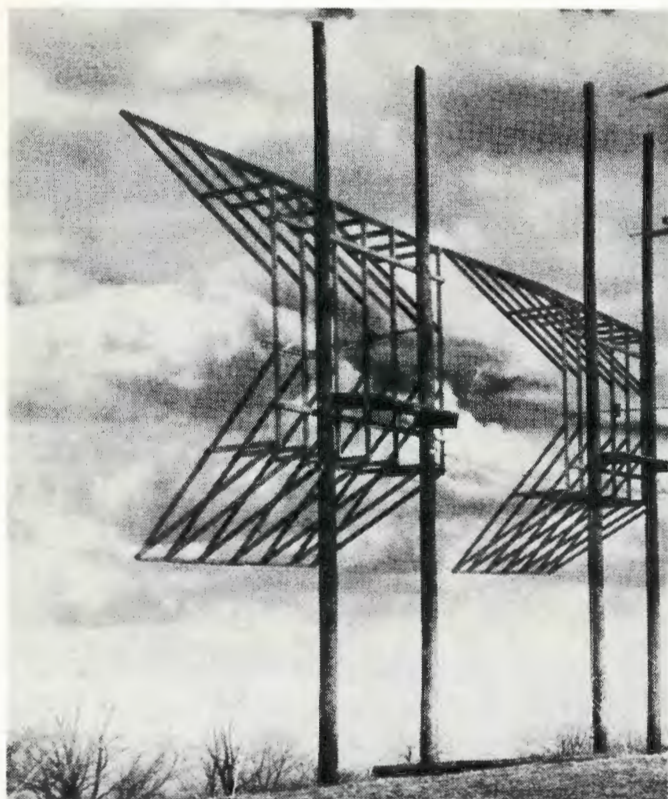


Photo: Jerrold Electronics Corp.

Figure 3. A single-channel community TV installation.

Installation d'une antenne communautaire de TV pour un seul canal.

care. Generally, a site located well above average local terrain and yet close to the centre of population density would be most desirable. In choosing such a location, a number of factors would have to be considered, such as availability of land, access to roads and power lines, and local building restrictions.

The design of the actual tower and antenna system would of course be based on the results of the signal survey mentioned earlier, the requirement being to obtain high system reliability consistent with cost. Possible expansion should be considered so that additional channels could be added easily when available. This is an aspect which should be kept in mind in the planning of each part of the system.

It is common practice, wherever possible, to lease poles from telephone or power companies to carry the coaxial cables used for distribution. These cables must be installed in accordance with specifications laid down by the power or telephone company to ensure adequate protection against lightning surges. The main trunk cables must be carefully selected, and generally a fairly expensive cable is indicated. A high-quality cable has less

attenuation than a cheaper one, with the result that fewer line amplifiers are needed. Since maintenance costs of the electronic equipment are high, the added cost of quality cable is offset to a large degree. In addition, it has less leakage or stray radiation and is more nearly uniform throughout its length. This latter factor is an important one since discontinuities give rise to ghosts and can cause considerable distortion of colour television signals.

The main trunk cable connects the receiving site with a distribution centre from which smaller cables branch out to serve individual streets and districts. Since these secondary runs can be quite long, a quality cable is again indicated. The actual layout of these cables is similar to that used by telephone companies, and future expansion must be kept in mind.

The individual drop line to the customer's set consists of coaxial cable of still smaller size which connects to the secondary feeder through isolation devices. These isolation networks serve two purposes: they prevent adjacent sets from interfering with each other, and they reduce the discontinuity introduced by the tap-off.

A considerable number of electronic units are used in most installations. As already mentioned, the equipment at the receiving site consists of one or more frequency converters, as well as preamplifiers and line amplifiers for each channel used. Additional line amplifiers are located at intervals along the main trunk and at the central distribution point. There are many types available on the market; the final choice must be based on reliability and flexibility for future expansion of both the number of channels and the number of customers as well as upon the initial cost and maintenance costs.

It should be mentioned that servicing the system must be considered at the planning stage. For all but the larger installations, un-manned stations are used, with provision for rapid replacement of defective equipment. Thus a complete line of spare units, ready for service, must be kept on hand at all times if interruptions are to be avoided. This servicing can be handled by a local contractor under supervision of the system planner, or through representatives of the equipment supplier.

Today over 400 communities in Canada and the United States are served by cable transmission of the type that has been described. In some cases reception would otherwise be impossible; in others, this new public utility provides a simple and inconspicuous alternative to individual fringe-area antennas.

Bibliography

- TV Master Antenna Systems*, by Ira Kamen and R. H. Dorf. John F. Rider, Inc., New York.
- Television Antenna and RF Distribution Systems for Apartment Houses*, by H. E. Kallmann. Proceedings of the Institute of Radio Engineers, Vol. 36, (1948), p. 1153.
- Community TV Systems*, by E. O. Lucas, RADIO-ELECTRONICS, July-August, 1953.

Among official inquiries into problems of local or regional government, the work of Alberta's recent Royal Commission will rank high for its thoroughness and, possibly in due course, for its influence on developments in Canada and elsewhere. Mr. Mayo, who was the Commission's Adviser, reviews in his article the sections of the Commission's report which relate to planning in metropolitan areas. The article is based upon talks given at meetings of the CPAC in Vancouver and Victoria. Mr. Mayo received his education at Memorial University, at Dalhousie and at Oxford, where he was a Rhodes Scholar. Since the war, he has been Professor of Political Science at the University of Alberta.

JOINT PLANNING FOR METROPOLITAN REGIONS

by H. B. Mayo

The question of planning, within one municipal jurisdiction such as a city or town, is a familiar one to us all. Broadly speaking, it is being answered by making planning a normal and accepted function of local government.

But when the area to be planned covers *several* municipal authorities, the questions raised have no such generally accepted answers. I wish to discuss this problem of joint or inter-municipal planning in the light of a study made by a recent Royal Commission in Alberta.

THE McNALLY COMMISSION

The Royal Commission on the Metropolitan Development of Calgary and Edmonton—called the McNally Commission for short, after its genial and respected chairman—was set up some two years ago by the Government of Alberta. Its object was to investigate and to recommend on: the civic and school finances, the boundaries, the form of government, and the orderly development of the cities of Calgary and Edmonton and their surrounding areas. The reference to "orderly development" opened the door wide to a full dress examination of metropolitan and regional planning.

The five members were men of distinction and expert knowledge, and I had the honour of being adviser to the Commission. The Report was presented in February to the Provincial Government and was debated in the legislature. The Government has announced its intention of acting upon it at the next session—either by means of a special session or in the regular session next winter.

It is fair to say, I think, that the subject of planning was comparatively new to the members of the Commission. Consequently when they came to it in their public hearings, they took the chance of hearing a great deal of evidence upon it—from professional planners, councillors and others. Among those who presented briefs and were cross-examined, was the Edmonton Branch of the Com-

munity Planning Association. They put in a very good brief indeed, based upon first hand study of Jasper Place, a fringe dormitory town of 14,000 on the western limits of Edmonton.

In the end the Report devoted a longish chapter of some 60 pages to planning, and in many ways it is one of the best chapters in the Report. It commended the work of the Community Planning Association and fully endorsed planning as a normal and necessary function of local government. So much space was given to planning partly because the Commissioners felt that some aspects of planning were not entirely understood and accepted by the public—and sometimes, indeed, not always understood by those in local government who ought to know better.

The question which gave the Commission special concern was this: how is a district or regional plan to be drawn up, adopted, and made effective when more than one municipality is involved? Or, just to put the same thing in another way for the sake of emphasis: how can you have effective overall planning in an area which is divided into a number of municipal jurisdictions? There are fifteen metropolitan areas in this country, all of whom are—or should be—agitated by this question; while in addition numerous smaller cities and towns are facing or will face it.

Kindly notice that this has nothing whatever to do with the form of government recommended by the McNally Report for the Calgary and Edmonton areas. As a matter of interest, I may mention that form which they thought best for both of these metropolitan areas. It was this: to amalgamate the central city and the fringe towns, and besides that to annex other urbanized fringes together with enough rural land to allow for the growth of the enlarged city for a period of fifteen years or so. The whole area would then be governed by one enlarged

city council and one public school board and one separate (Roman Catholic) school board.

It was a simple, clear-cut solution, aimed at nipping in the bud, before they became bitter fruit, all the tremendous problems of a divided government which face the really large metropolitan areas of the world. It suited the local Alberta conditions and was the best possible recommendation to make in the circumstances.

I do not say this simple, sharp solution would be best for the Vancouver area. It may well be that the Vancouver area is already too complex, too deeply rooted in a history of municipal separation, for the method to be politically feasible. Perhaps some compromise, along the lines of that in Toronto, might be more acceptable for the Lower Mainland, or for the other, really large, metropolitan areas of the country. But the McNally Commission method is almost certainly best for all small and medium sized metropolitan areas.

THE PROBLEM OF JOINT PLANNING

To return to our muttons. Whether the central city is big or small; whether there are 3 or 30 municipal authorities involved in a metropolitan region; wherever the boundaries are drawn—so long as there are boundaries, and so long as two or more municipalities are involved, then the problem of joint planning of the region remains.

I take it that I do not have to make the case for co-ordinated or joint planning to this audience; or for that matter anywhere in the Lower Mainland. He must be a very blind, or a very perverse individual who does not see it from a mere cursory glance at a map; or a drive around the area; or a moment's reflection on the traffic, water, sewage, parks, boat mooring, floods, industrial land, residential land, or any other of a dozen problems of this area. The Lower Mainland is one economic and social unity, like all metropolitan areas; and like them too it is divided by its municipal boundaries; and like them all it urgently needs joint planning. This is rapidly becoming one of the great metropolitan areas of the world, and it is high time it rose to a sense of its great destiny. There is no better place to begin than with an overall plan that encompasses in general outline what we envisage this area will be in another 15 or 20 years.

Again I begin to digress. We accept it as a commonplace, then, that what happens in one municipality can have serious and far-reaching effects on other municipalities; some planning matters—especially those concerned with land use, as most of them are—are of common concern to all the people and all the municipalities in a region. Once the need for some kind of joint or common planning in an area is recognized, there are several ways of dealing with it.

FIRST METHOD: THE VOLUNTARY

The first of these we may call the voluntary method: that is, the local authorities in an area come together

voluntarily to set up a planning organization to draft a plan covering those matters of common interest to the whole area.

This kind of voluntary organization has hitherto been the common type in Canada. It is the sort of thing which I am told exists in this area, in Victoria, in Winnipeg and other places; and in Edmonton and Calgary.

There are, in fact, five of these joint planning bodies in Alberta, centred on the five largest cities of Edmonton, Calgary, Lethbridge, Medicine Hat and Red Deer. They are called District Planning Commissions and are set up under the Town and Rural Planning Act by Order-in-Council, which prescribes the membership, planning area, financing, and the manner of representation on the Commissions.

The Edmonton District Planning Commission may be taken as an example. It is the oldest of them, having been set up some six years ago. The membership comprises representatives from the city of Edmonton, the towns of Beverly, Jasper Place, Fort Saskatchewan, Morinville, Leduc, St. Albert, Devon, Stony Plain, and Calmar; and from the rural municipal districts of Stany Plain, Sturgeon River, and Leduc; and from the villages of Warburg and Thorsby; and from the province.

Each local authority appoints one councillor to the Commission, and the Provincial Government appoints four; from the Departments of Municipal Affairs, Highways, Education and Agriculture. The planning area has a radius of approximately 50 miles around Edmonton. It includes, that is, not only the metropolitan area as narrowly defined by the Census, but also a wider region beyond. The Commission has its technical staff of planners and assistants. When its budget is drawn and approved each year, it is met thus: 50% by the province, 25% by the city of Edmonton, and 25% divided by mutual agreement among all the other municipal members.

You will observe that the Commission is comprised of laymen, mostly elected councillors. In no sense is the planning policy, or the approval of the plan in the hands of the technical planners. This is as it should be in a democracy: the planning experts, like all technical experts, are advisers, and should be subordinate to the elected representatives. This is a hard lesson for some enthusiastic planners to learn, but they have to learn it, as all technical specialists must do.

The functions of the District Planning Commission are to prepare a general plan for the area, to assist member municipalities with their internal plans (except where a municipality, like the city, has its own planning staff), and to act as approving authority for subdivisions outside the city—again because those other municipalities do not have their own technical staff. The Edmonton and Calgary District Planning Commissions have, I think, done very good work—in drawing outline general plans for the areas (especially in the territory adjacent to the

cities), in helping the member municipalities, and in getting the public and councils in each area accustomed to thinking in a united fashion about problems of common concern.

Yet they are essentially voluntary bodies. A member municipality may, for example, withdraw from the organization. One large rural municipality did so in the Edmonton area. Here is their fatal defect, from the viewpoint of effective planning: if a member withdraws, then that leaves a gap as far as the general plan is concerned. Even when a general plan is adopted by the District Planning Commission, it is at best a recommendation which some councils may choose to follow and some may not. There is no legal authority, in the District Planning Commission or elsewhere, to compel or to enforce any part of the regional plan. It depends, that is, on voluntary enforcement, just as in international affairs you have sovereign states which may or may not choose to carry out an agreed policy. It is no doubt better to have a plan, even if it is ignored here and there, than to have no plan at all; yet unquestionably a plan carried out is better still.

The McNally Royal Commission was struck by the repeated evidence put before it that a district or regional plan should have "teeth" in it; that there should be some executive authority to enforce the plan. There was not however the same unanimity on what kind of authority should be created.

SECOND METHOD: EXTRA-TERRITORIAL PLANNING

So much then for the voluntary method of joint planning, with its obvious virtues and deficiencies. It is a step forward, but a toddler's step, and there is something wrong with adults when they persist in toddling after their period of childhood. It was plain to the McNally Commission, and they said so, that something more than the voluntary method was needed.

The second method may be called that of granting extra-territorial planning powers to the central city. We called it that in order to give a name to the method used in Toronto. As you might surmise, we studied the Toronto Metropolitan Council rather closely, to see what lessons we might draw from it for Calgary and Edmonton. The west is traditionally a broad-minded place, and we were willing to learn—from any source!

Let me remind you that the Toronto Metropolitan Council comprises representatives from 13 municipalities; that the Council in turn appoints a Metropolitan Planning Board; and that this Board has planning authority over an area wider than that under the jurisdiction of the Metropolitan Council itself. The metropolitan planning area covers all or part of a *further* 13 municipalities outside metropolitan Toronto—making 26 municipalities in all. The planning area is about 800 square miles, but the area of Metropolitan Toronto for all other purposes is only about 240 square miles. In some directions, the planning area extends 7 or 8 miles beyond Metropolitan Toronto.

Once an area plan has been adopted by the Metropolitan Council and approved by the Minister, it becomes binding on the whole area; and the by-laws of the other, outside municipalities may not conflict with it. If the McNally Commission had recommended this model for Edmonton, say, here is how it would have worked out. The City of Edmonton would have been the designated municipality to undertake the planning for the whole area; the outside councils could of course have commented upon the plan; but when once approved by the Minister, the plan would have become official for the area.

The McNally Commission rejected this method, not because it was conceived in Toronto, but on what appeared to be its lack of merits. At best, if it had been followed, the method would only cover an area quite close to the city, whereas a regional plan must cover much more territory. And it was not realistic to give the city planning jurisdiction up to 50 miles or so from its limits. The *principle* seemed to us wrong—that of unilateral control by the city. The councils in an area should work together in devising a regional plan that will affect them all to some degree; not have it worked out for them and then superimposed on them, willy-nilly. It seemed likely too that this method would create or perpetuate the old unfortunate urban-rural friction and all that goes with it.

So much, then, for that method.

THIRD METHOD: EXECUTIVE POWER TO ENFORCE THE PLAN, SUBJECT TO APPEAL

The third method may be put thus: it was to give the district planning body itself the executive authority to enforce the plan which it had drawn up. That is to say, the District Planning Commission would have the authority to enact the regional plan into by-laws, and then to enforce them, while keeping open of course a wide right of appeal to the highest authority—the Provincial Planning Board.

At the request of the McNally Commission, the Edmonton District Planning Commission drafted a suitable statute in some detail incorporating this principle and showing how it would work out in practice. The McNally Commission was attracted by this method, and it certainly had the advantage of being able to ensure a regional plan with "teeth" in it. But in the end, I am glad to say, the Royal Commission had serious doubts whether they were wisdom teeth. So they rejected this third possibility as well, for these reasons.

Firstly, it would set up another authority in the area with full powers of government so far as the regional planning function was concerned. Generally speaking it is better wherever possible to reduce, not to increase, the number of governing bodies with power to rule over citizens.

Secondly, and perhaps more important, it would complicate the machinery of government and law

enforcement and in turn confuse the citizen. He would find it more difficult to know whom to hold responsible for all aspects of planning. Some purely local planning matters would be handled by his local council, and certain metropolitan or regional matters by the District Planning Authority. One of the fundamental features of democratic government as we know it in this country—whatever may be true in the United States—is that the citizen should be able to locate responsibility for what his government does and so distribute the rewards or the penalties at the next election. This method, then, violated this principle.

Thirdly, if a special body for regional planning, why not one for every other important function of government? But if this logic were carried very far, where would be the end of this multiplying of *ad hoc* authorities?

Fourthly, there seemed to be a large chance that friction would arise between the regional planning body and the local councils, especially on questions of jurisdiction.

So I will say no more on that method.

Now, having turned down those three methods of joint planning—the purely voluntary system, the extra-territorial powers method, and that of giving executive authority to the district body—what then is left? There doesn't seem to be much. But no, the ingenuity of the Royal Commission and its adviser was not exhausted. They came up with something which at first sight may appear elaborate, but the gist of which is really quite simple and, so far as I know, new to Canada.

THE FOURTH METHOD: CONCEIVED BY THE McNALLY COMMISSION

The fourth and recommended method was this: to give the district planning body the duty to prepare and adopt the regional plan but to the local councils the duty of enforcing it. To achieve this result a series of steps were recommended.

(1) *Membership in the District (i.e., Regional) Planning Body was to be mandatory.*

The Order-in-Council setting up the body should of course specify the planning area—which would be extensive—and every municipal council within it would become a member of the planning body; not subject to withdrawal of membership, as now. Once in, they must stay in and take their share of responsibility.

So far there was no hardship involved; in fact every municipal representative appearing before the Royal Commission agreed in urging mandatory membership. Even the municipality of Strathcona, which had previously backed out, supported this principle.

(2) *Some small alterations were suggested in the composition of the district planning body.* The central city—Edmonton, for example—was to have three representatives, and every other municipality one; all of course

chosen by the local councils. Direct election was rejected as quite the wrong principle, if the body elected is not to be given any governing powers.

The question that arose here was: should representation be strictly by population? If yes, then the city would dominate the organization, while a small village might have only a fraction of a representative, perhaps a 64th of one, as the ownership of a boat is divided into 64 parts. A compromise was thus in order, as the most acceptable to all. Representation from the province was left as before. It is useful to have these specialist civil servants, because departmental policy is often involved in regional planning—for example, in the siting of roads and bridges—and their presence on the district planning body helps to ensure the necessary liaison. (Some thought was given to whether the provincial representatives should have the right to vote, but in the end this was left to them).

In order that there might be no room for doubt, and no vacant seats on the district planning body, the recommended membership was spelled out for each region in detail. In Edmonton these would be: the City of Edmonton itself, 8 towns (6 if the amalgamation proposals go through), 3 villages, and 4 rural municipal districts. In Calgary, there was if anything a slightly larger number of municipal units.

(3) *The district planning body would have the duty of preparing the general plan for the region, which would (briefly) (a) zone the region into broad categories, including agricultural, small holding, highway, commercial, park, general urban, greenbelt, and new towns or "satellites"; (b) establish a sequence of development for the district; (c) prescribe the nature of the by-laws to be enacted by each local council to ensure its compliance with the regional plan.*

(4) *When the regional plan was drawn, its adoption by two-thirds of the district planning body, and approval by the Minister, would make it official and binding upon all the municipal members.* The regional plan would thus be a kind of constitution, or fundamental law, not dealing with purely internal local matters, but concerned with common matters—with the orderly development of the region as a whole. In the case of conflict between the general plan and local action, the general plan would prevail. The principle of this is not in a sense new, although its detail may be, in calling upon the individual municipalities to sink their individual ambition where necessary to conform to the interests of the whole area.

(5) *Ample provision was of course made for publicizing the plan before its approval by the Minister, in order to make sure that every council and person—especially those who dissented—should have ample opportunity to make their views known.* The Minister could also, if he did not wish to act himself, refer the plan to the Provincial Planning Board for approval. In this the Royal Commission followed the Ontario idea.

(6) *Again, pending the drafting and adoption and approval of the regional plan, provision was made for "interim development" control.* The reason for this is obvious. It is no use taking five years to draft a splendid design, while in the meantime the area drifts along higgledy-piggledy. At a very early stage a few broad principles must be laid down and controls instituted to see that those are not violated. The Alberta cities are already accustomed to interim control measures under the existing legislation.

(7) *Again, all along the line, full rights of appeal were provided for—by individuals, by local councils, and in some cases by the district planning body itself.* I shall not take time now to describe these appeal provisions in detail. They are, you will agree, absolutely necessary if the public is to be protected from arbitrary action and have confidence in the plan; and they are also necessary if any local council is not to spoil its part of the regional plan.

(8) *Again, to crown the structure, a reconstituted Provincial Planning Board was suggested.* At present this Board consists of the Minister of Municipal Affairs, his Deputy, and the Director of Town and Rural Planning. The McNally Commission recommended that it be enlarged to 5, that the Minister be not on it, and that two members outside the civil service should sit on it. Any appeals carried to this body would of course be heard in the locality and in public. (The Board has since been enlarged.)

(9) *Finally, provision was made for amendment of the regional plan from time to time.* Any plan must have its flexible features. We cannot take action today that will set the future in a rigid mold. A regional plan above all must often be provisional and tentative. Amendments could be initiated by the district planning body itself, by local councils, and by individuals—and broadly speaking they would be like amendments to a constitution, and go through the same processing machinery as the original plan.

ESSENTIALS OF THE SCHEME PROPOSED

There were naturally a number of subsidiary recommendations with which I shall not weary you now. I

have said enough to enable you to see the essentials of the solution the Royal Commission recommended. The overriding objective throughout was to make sure that a regional plan would be drafted, and would be adopted and enforced. Every municipality, by its membership in the district planning body, would share in shaping the plan. Every municipality would take its share in carrying it out. No municipality could go its own selfish way regardless of its neighbours or the public welfare of the area as a whole. To ensure this, no municipality was allowed to take action that would thwart the plan. Its by-laws and their administration, wherever they conflicted with the regional plan—would fall to the ground—in all likelihood on appeal to the Provincial Planning Board, which was to enforce a duly adopted regional plan in all the cases that came before it.

As I said before, to the best of my knowledge, the system which I have outlined is new in Canada. It is frankly an attempt to pioneer with a solution to the hitherto unsolved problem of how to make joint planning effective, and how to do it as democratically as possible. The Report is not yet law, but if it does become law, it will be in the main stream of the Alberta tradition, where the province has never hesitated to experiment, and to reform the machinery of local government. We may all say what we like about a Social Credit regime—and I daresay we do—but in the field of local government I do not know of any provincial government which has been more enlightened than that in Alberta.

How far the suggested solution to our initial problem of joint planning may be acceptable in other places I do not know. But I hope to find out whether others think, as I do, that the solution put forward by the McNally Commission is a good one, in principle. No doubt, if the principle is put into practice, many detailed points of friction will arise. But all principles have difficulties when they are translated into daily practice, and this method will have no more than others, while the rewards promise to be infinitely greater. The chief reward will be to save Edmonton and Calgary from the hodge-podge which some of the big metropolitan areas have made of their environment.

EDITOR'S NOTE:

THE REPORT OF THE ROYAL COMMISSION ON THE METROPOLITAN DEVELOPMENT OF CALGARY AND EDMONTON is obtainable from The Queen's Printer, Edmonton, Alberta. Price \$6.50.

Now that our Canadian cities are undertaking large-scale redevelopment, the problem of relocation will receive serious attention. In this article, Mr. Roberts, Senior Planner of the City of Toronto Planning Board, reviews the main points to be considered in establishing a relocation service. He illustrates these points with examples from the experience of eastern cities in the United States. Only the problems of residential relocation are considered.

RELOCATION

by Anthony H. Roberts

A number of the major cities in Canada are on the verge of redevelopment programs which will entail the demolition of many houses and will result in the displacement of many people. It is the plight of these people, forced to find alternative accommodation, which will require the authorities to adopt a policy for relocation.

RESPONSIBILITY AND NEED

If the community is depriving individuals of their places of residence there is a moral responsibility to find them suitable alternative accommodation. Apart from this, the support of the general public for a redevelopment scheme may not be forthcoming if displaced residents are unable to find new homes. Such hardships weigh heavily in the minds of the public when a scheme is proposed which will displace many people. This is rightly so, but it would be most unfortunate if in any Canadian city the whole idea of public redevelopment fell into disrepute due to the lack of an adequate relocation policy.

There is an alternative policy on relocation responsibility which puts the onus to relocate on the resident but at the same time provides a relocation service which is available to those who wish to make use of it. This policy operates effectively in Baltimore. Whether the basic policy puts first responsibility on the authority or on the resident is not as important as the provision of a comprehensive relocation service available to all in need. Despite the excellent service being provided in Baltimore, it is suggested that an authority should accept full responsibility for relocation.

The acceptance of responsibility does not of course preclude delegation of duties; nor does it interfere with the appointment of advisory committees.

Advisory committees may be on a city-wide basis or may serve only in an area affected by a particular project. There is no need for a city-wide committee; but a local committee made up of the community leaders within the project area is desirable. It would perhaps be better to call this a co-ordinating committee because

its main function is to ensure full and close co-operation between the authority and the people to be relocated.

ORGANIZATION

In New York City, relocation is handled for the city by private firms specializing in this work. They are paid by the City and their work is supervised by the City's Bureau of Real Estate.

Better arrangements are made in Philadelphia and Baltimore where a public agency actually carries out relocation. In Baltimore it is the Housing Authority that has the relocation branch, while in Philadelphia the Redevelopment Authority is responsible. The relocation office may be under one Authority, but it may carry out work for other authorities or departments. In Philadelphia, for example, the relocation branch, although under the Redevelopment Authority, does relocation work for the Housing Authority.

It is preferable that all relocation in a city should be dealt with by one organization and that this organization should be either under a City Department such as Welfare or with the Housing Authority. Where the relocation office is working for other authorities, the financing of relocation can be shared.

THE DUTIES OF THE RELOCATION AGENCY

Not all persons will want the help of the relocation agency. In Baltimore approximately one-third of the families relocate themselves without any assistance. Of those needing relocation aid, some are socially problem families and some are large families which will be difficult to place in new homes. Another group needing special attention are the single persons. Many will be young single people who will prefer to provide for themselves, but others may be older persons who are less adaptable to change. They should have at their disposal the full services of the relocation office.

It is desirable that the relocation agency commence its operations in the redevelopment area as early as possible, which will probably be as soon as expropriation has taken place. Under no circumstances should

residents be left in a redevelopment area after the site has been turned over to a private developer. In a large project, it will be preferable to locate either the main relocation office or a branch office on the project site. The staff will then be conveniently placed for their work and the people in the project area will have no difficulty in calling for advice.

The aim of the staff should be to get to know the residents as thoroughly as possible before the move is made to new dwellings. Formal surveys to determine population structure, family relationship, incomes, existing accommodation and personal preferences for sites should be made as a background to a personal knowledge and acquaintanceship between the relocation officers and the residents. It has been found in the United States that relocation has proceeded in the smoothest possible way where there have been close ties between the residents and the relocation staff. Cooperation with groups such as the local churches and social service organizations must also be maintained and the local coordinating committee already referred to will help in this work.

During the period between the authority taking possession and the residents being moved, the relocation office should be responsible for rent collecting and management generally, including the execution of essential repairs. Throughout this difficult period of waiting, the relocation staff should keep the residents fully informed on the proposals for the area and the timing of the operations. Much friction is caused by ignorance and rumours concerning the authority's plans.

When the time for relocation is at hand, the staff suggest alternative accommodation to the residents and assist them in moving. Their last duty is to check after relocation that the new dwelling is suitable and the residents satisfied. The method of finding new accommodation and the type provided are important problems of relocation. The following section, therefore, will give further details.

THE NEW ACCOMMODATION

To indicate where people are being relocated after redevelopment in a sample of 54 cities in the United States the following table dated September, 1955, is reproduced. It was issued in February 1956 by the Housing and Home Finance Agency, Washington.

Relocation in Public Projects	Federally-Aided Low-Rental Schemes.....	Percentage 24.7
	Other Permanent Housing..	3.0
Relocated Privately	Rental Housing.....	41.4
	Purchased Housing.....	11.1
	Temporary off-site housing.	.7
	Evicted.....	1.6
	Whereabouts unknown.....	13.3
	Data not available.....	4.2

It will be seen that one in four persons were rehoused in public housing projects. This illustrates the essential part which public housing plays in relocation. The percentage of persons to be relocated in public housing

depends on personal choice, eligibility and the amount of housing available.

Another type of relocation is the temporary residence which is used for those people who are to return to the site of their original home where they will be rehoused in the new redevelopment scheme.

The largest group of people indicated in this survey is the 41% who were relocated in alternative rental accommodation. The relocation staff will find this their greatest problem. They have to find space which is within the means of the resident and yet conforms to the minimum standards necessary for health. It should also whenever possible be in an area where the new resident wishes to live, such as near his work or friends or near the area he has vacated. Moving people without a sound relocation policy will often result in overcrowding in blocks immediately adjoining the redevelopment site and this will only perpetuate the slum on a new site.

The relocation staff must compile records of all accommodation available, a continuous process which must be accurate and comprehensive if a varied selection is to be available to the persons being relocated. Some relocation agencies have an agreement with the local real estate board who provide lists of properties for the whole city and this is supplemented by special arrangements with real estate firms in the vicinity of the project and by the examination of newspaper advertisements and personal enquiries with key people in the community such as the Welfare Worker or the local parson.

When suitable accommodation has been located the person being relocated is shown the premises, and a number of alternative dwellings may have to be suggested before the person is satisfied.

The table above shows an 11% category of persons buying new dwellings. This is a group that is normally sufficiently resourceful to look after its own relocation.

COST OF RELOCATION

The efficiency of the relocation service will depend in the last analysis on the adequacy in numbers and quality of the relocation staff. This staff should have a core of properly trained social workers with some knowledge of real estate. Such a combination of qualifications is rare and it may be necessary to have some individuals with experience in social work and other with experience in real estate.

To give an example of staff organization, the City of Philadelphia has a relocation bureau attached to the redevelopment authority which is made up of a director, an assistant director, four dwelling inspectors, two social service workers, one statistical clerk and one other clerk.

The relocation aids or incentives together with the staff and the administration arrangements make up the main items of relocation cost. Aid varies according to the relocation policy. In New York City on many projects it has been the policy to pay all moving expenses, provide a month's free rent, pay real estate fees and in

many cases pay for the painting of the new accommodation. Painting has been found necessary where rent control has resulted in landlords providing the minimum maintenance and decoration. Such a comprehensive service and its administration will cost in New York about \$200 per family. In Philadelphia and Baltimore a month's free rent and moving expenses are only paid in special cases of hardship and the costs of relocation per family in these cities varies from \$40 to \$90. Philadelphia granted \$33,000 to its redevelopment authority to be devoted to relocation for 1956.

SUMMARY OF MAIN CONCLUSIONS

- (1) A sound relocation policy is an essential part of any program for redevelopment or other public action which displaces people from their homes.
- (2) The city should accept full responsibility for relocation.
- (3) The absence of policy or a badly operated relocation agency may prejudice a redevelopment program.
- (4) A City department or authority should operate all relocation for the City.
- (5) The relocation agency should work closely with

the residents and should know them personally before relocation takes place.

(6) The relocation agency should be responsible for site management for the period prior to relocation.

(7) The needs of the residents to be relocated must be carefully studied.

(8) Residents prior to relocation should be kept fully informed of proposals for the construction and timing of the redevelopment scheme.

(9) Most people are likely to be relocated in private rental accommodation but many will be rehoused in public housing.

(10) Public housing is needed to play an essential part in any scheme for redeveloping residential areas.

(11) Poor relocation only moves the slum to a new locality.

(12) The relocation office must have a sufficient and properly trained staff.

(13) Every effort should be made by the relocation office to provide the widest choice of alternative accommodation.

(14) Relocation may cost from between \$40 to \$200 per family.

Le relogement des familles déplacées des quartiers vétustes à déblayer

Résumé de l'article de M. Anthony H. Roberts

Il y a au Canada nombre de villes importantes qui devront sous peu mettre à exécution un programme de réaménagement. Il leur faudra donc démolir beaucoup de maisons et en conséquence expulser un grand nombre des habitants des quartiers affectés. La situation de ces gens contraints à chercher d'autres logements obligera les autorités civiques à adopter un plan concret de réinstallation, ce qui représentera pour elles une responsabilité nouvelle.

Dans son article, M. Roberts analyse les problèmes à aborder et expose les méthodes suivies par des services de relogement de quelques villes de l'Est des États-Unis, dans les cas de projets de réinstallation se produisant dans des zones à caractère domiciliaire seulement.

M. Roberts est arrivé à la conclusion que les municipalités canadiennes, dans le réaménagement des zones résidentielles, auraient avantage à prendre en considération les observations suivantes:

(1) Seul un plan de relogement judicieux assure une base solide à un programme de réaménagement, ou à toute autre amélioration publique, nécessitant l'expulsion des habitants des quartiers vétustes.

(2) La ville doit prendre la responsabilité entière du relogement.

(3) Le manque de ligne de conduite définie ou la mauvaise organisation du service de relogement, peuvent nuire au succès du programme de réaménagement.

(4) Un service municipal ou du moins une organisa-

tion municipale doit s'occuper de tous les programmes de relogement pour la Ville.

(5) Le service de relogement doit agir en étroite collaboration avec les familles affectées et connaître leur problèmes personnels avant de mettre à exécution le programme de relogement.

(6) Le service de relogement doit accepter la responsabilité pour l'administration du secteur déblayé pendant la période précédant le déplacement des familles.

(7) Les besoins des habitants à réinstaller doivent être considérés attentivement.

(8) Il faut informer les familles déplacées de la structure même et de la scédule d'exécution du programme de réaménagement, antérieurement au relogement de ces familles.

(9) Il est probable que la plupart des locataires seront relogés dans des logements privés, mais il y en aura beaucoup qui seront relogés dans des logements publics.

(10) Ces logements publics sont indispensables dans tout plan de réaménagement de zones d'habitation.

(11) Un programme de relogement mal conçu contribuera à la création de nouveaux taudis.

(12) Le service de relogement doit avoir un personnel suffisant et bien au courant des tâches à accomplir.

(13) Le service de relogement doit faire tout en son possible pour assurer un choix très varié de logements disponibles.

(14) On estime que le coût de réinstallation s'élève de \$40 à \$200 environ par famille.

Reviews —

Critiques

"Du plan de la maison au plan de la cité"

Principes pour le groupement de petites maisons.

Publication de la Société central d'hypothèques et de logement, Ottawa. 55 pages. Distribuée gratuitement sur demande.

"Le groupement des maisons est un point intermédiaire entre le plan des maisons et le procédé plus vaste de l'aménagement des districts résidentiels et des cités tout entières. Le groupement des maisons requiert le groupement architectural, l'aménagement de l'emplacement et l'aménagement de la communauté".

Ces principes, extraits de l'avant-propos de l'excellente brochure intitulée: "Principes pour le groupement de petites maisons", publiée par la S.C.H.L., sont considérés comme l'enfance de l'art par les urbanistes, mais ils sont totalement ignorés de la plupart des constructeurs moyens et du public. Voilà pourquoi cette brochure, destinée principalement aux constructeurs de maisons et indirectement au grand public, peut faire beaucoup de bien.

Les urbanistes savent que les projeteurs et les bâtisseurs de maisons se divisent en trois classes: ceux qui veulent construire en tenant compte des principes de l'urbanisme et qui ont le courage de le faire; ceux qui tiennent compte des principes de l'urbanisme parce qu'une législation, existante dans certaines villes seulement, les force à le faire et qui essaient de tricher le plus possible; ceux qui enfin, ignorent à peu près tout de l'urbanisme et conséquemment, s'en passent volontiers. Cette brochure pourra instruire ces derniers. Si elle est distribuée chez le grand public, elle le renseignera sur les principes de groupement qu'il ignore entièrement, et à son tour, il forcera les gouvernements à imposer les principes d'urbanisme qui devraient exister depuis

longtemps. Ce qui revient à dire que le public a toujours le dernier mot, et qu'une brochure comme celle-ci devrait se trouver dans les bibliothèques de tous les Canadiens aussi bien que chez les bâtisseurs.

Ceci dit, voyons ce que nous offre la matière de ce volume. Il est divisé en quatre chapitres bien intégrés, tous aussi importants les uns que les autres. Le premier traite du plan de l'habitation et il nous offre une excellente vision de ce que celui-ci devrait être. Je ne connais pas de brochure ou de volumes qui nous expliquent d'une façon aussi claire et aussi succincte les principes fondamentaux de l'habitation, et ceci est tout à l'honneur des auteurs de cet ouvrage. On explique par le texte et par l'image ce que signifie ordre et désordre, pourquoi le plan de la maison doit être zoné, comment la maison peut être orientée sur un terrain, la forme de la maison, le traitement extérieur et, finalement, l'économie par la normalisation. Ce dernier chapitre touchera droit au cœur le bâtisseur, qui est un homme d'affaires et s'intéresse en premier lieu au rendement et aux profits. Effectivement, le bâtisseur moyen connaît la normalisation, mais il manque parfois d'imagination pour l'appliquer. Cet ouvrage ne lui laisse aucun choix: ou il normalise et encaisse les profits, ou il ne normalise pas et marque un déficit. Cette sorte de langage se passe d'argumentation et a l'effet que l'on imagine!

Le chapitre de la normalisation est immédiatement suivi d'une présentation abondamment illustrée "d'exemples de modèles", où l'on trouve sept exemples de variations de modèles dérivés des prototypes. Ces exemples sont préparés par des architectes pour fins de groupement. Ils comportent une mise en œuvre des principes exposés dans le chapitre précédent et illustrent les possibilités d'obtenir harmonie, variété, efficacité et économie dans des projets de groupement. Ce sont en quelque sorte des façons possibles d'envisager le problème. Un modèle expliquera l'adaptabilité de la vue du living-room, un autre dira comment obtenir une variation dans la disposition des pièces d'une maison tout en maintenant une construction et des matériaux uniformes, l'un suggérera trois genres différents de maisons dans un plan d'ensemble avec possibilité d'uniformisation du caractère architectural, et ainsi de suite. C'est un excellent

ILLUSTRATIONS DE PRINCIPES POUR LE GROUPEMENT DE PETITES MAISONS



CONFUSION



HARMONIE

chapitre qui enseignera beaucoup de choses au bâtisseur. Ce dernier sait-il que la répétition de certains éléments de l'ensemble servira à créer l'harmonie architecturale et à imposer l'ordre dans un groupement? Sait-il que la forme des toitures donnera une variété de composition tout en maintenant un caractère d'unité? Réalise-t-il jusqu'à quel point la normalisation lui aidera à construire bien, économiquement et à vendre plus facilement ses maisons? Il l'apprendra dans cette brochure.

Les deux derniers chapitres s'intitulent: "Les groupes de maisons" et "Coup d'œil sur la rue". Alors que la première partie de cet ouvrage rappelait surtout aux lecteurs des principes d'architecture, la seconde leur apprendra le rôle essentiel de l'urbanisme dans l'aménagement d'un groupement. Ces chapitres nous parlent d'implantation en fonction de la circulation, de l'orientation, de l'économie du sol et du drainage, du rapport entre les habitations, etc. "On a cru généralement que chaque maison devrait paraître différente de sa voisine bien qu'elle fut en réalité semblable", nous disent les auteurs en parlant du rapport entre les habitations. "Cette forte tendance à l'individualité et au prestige personnel de la part du propriétaire a été le plus grand ennemi des projets de maisons résidentielles. Seules la laideur et la discorde résultent du déguisement de maisons semblables au moyen de décorations et de matériaux de camelote. . . L'uniformité et la continuité dans l'emploi des matériaux, des couleurs et des détails dans un groupe de maisons contribuent à son unité architecturale . . . et l'emploi des matériaux dans une maison quelconque doit toujours être considéré par rapport aux matériaux employés dans toutes les autres maisons du groupe".

De tels principes exposés de façon simple et imagée aideront considérablement l'architecte et l'urbaniste. Ils leur permettront de s'appuyer sur ces données pour faire comprendre au public et aux bâtisseurs l'importance de leur art. Et si cette brochure est distribuée chez le grand public, elle

lui fera prendre conscience de certains problèmes dont il ignore, hélas, totalement l'existence.

Ce volume, rédigé sans prétention, dans une langue simple et précise et abondamment illustré, est extrêmement bien fait. Ce n'est pas un ouvrage pour le spécialiste—quoique celui-ci aurait avantage à le consulter afin d'épurer son langage technique et d'apprendre au besoin à se faire comprendre du public et du constructeur. C'est un ouvrage destiné au bâtisseur et, comme nous le disions plus haut, qui devrait être distribué chez le grand public. Rappelons-nous que le public décide d'abord . . . et que les gouvernements décident en fonction des désirs du public. La plupart des principes donnés dans cet ouvrage devraient être imposés aux constructeurs par législation. Ils ne le sont malheureusement pas, surtout parce que le public n'en a jamais désiré l'application. Et il n'en a jamais désiré l'application parce qu'il en ignorait la nécessité.

On pourrait reprocher à la Société centrale d'hypothèques et de logement d'avoir publié cette brochure un peu tard. Des milliers de petites maisons ont été érigées depuis quelque dix ans, dans l'ignorance totale de ces principes. Tout n'est pas perdu, cependant, et l'on sent actuellement une tendance vers de l'architecture et de l'urbanisme dans bien des développements. Cet ouvrage, sans faiblesse notable, devrait faire beaucoup de bien. Je suggère aux diverses associations intéressées à l'industrie de la construction d'habitations de le distribuer à tous leurs membres. Et je crois que les architectes et les urbanistes auraient avantage à le lire. Quant au public canadien, il ne tient qu'à la S.C.H.L. de l'atteindre par une réclame appropriée. La S.C.H.L. est une institution gouvernementale trop peu connue du public, demeurant dans l'esprit de celui-ci un mystérieux organisme qui manipule de vastes sommes d'argent. Elle a un rôle éducateur, comme le prouve cette brochure. À elle d'en tirer parti.

MONTREAL

ODILON GAGNON



"There is no liberation in a forty-mile prospect which has an atom factory in the middle foreground; and this isn't just an aesthetic quibble; it stems from a primary human need, that of being able to experience a natural order in which there is no dominant human accent."

*From OUTRAGE
by Ian Nairn*

*"... We are all offenders
as well as victims."*

Outrage, by Ian Nairn. 12½ ins. x 9¾ ins., 96 pages, fully illustrated. The Architectural Press, London, 1956. 12s. 6d.

It is not often given to a specialized periodical to produce an issue which captures the attention of the national press and causes a flurry of controversy in professional and lay circles alike; but the feat was achieved by *THE ARCHITECTURAL REVIEW* in June, 1955, when it devoted an entire issue, now reprinted as a book, to **Outrage**, Ian Nairn's onslaught on the gradual encroachment on the English (and Scottish) countryside of what he has christened "Subtopia"—an anonymous, amorphous ugliness compounded of disused army camps, sprawling "spec." development, municipal housing estates, billboards, and just plain litter.

Mr. Nairn's indictment is both forceful and comprehensive. Airfields and park benches, pylons and traffic signs, atomic power plants and scalped roadside trees, afforestation which ignores contours in the Highlands and municipal prettifying which ignores townscape in Hampshire; all come under the lash. His attention is not confined to the countryside, for he is as much concerned with the disappearance of "urbanity" and local character in the town as he is with the suburbanization and industrialization of the country. Mr. Nairn's theme is, in fact, that town and country alike are being lost to universal subtopia; that while rural Britain is being everywhere invaded by armies of little brick bungalows, factories and roadside cafés, polluted by wire and advertising and the remains of somebody's picnic lunch, urban Britain is simultaneously being cluttered by traffic signs, scarred by car-parks, eviscerated by traffic roundabouts and emasculated by little municipal-rustic flowerbeds, while between the two spreads the creeping blight of brick

and stucco suburbia that will ultimately submerge them both to reduce the whole country to "... isolated oases of preserved monuments in a desert of wire, concrete roads, cosy plots and bungalows."

Originally, it seems, *OUTRAGE* was to have been *OUTRAGE IN THE NAME OF PUBLIC AUTHORITY*, but "... in collecting the material it became clear that the issue was much wider, and that we are all offenders as well as victims." One of the most alarming features of *OUTRAGE* is that it is the story of a crime in which the reader (and everyone else) is both villain and victim; for the offences which it describes are the work of national and local government, of public and private corporations, of housing contractors and the garage at the corner. *Outrage* is, in fact, so universal that it goes unpunished and unchecked because nobody knows how or where to start stopping it, and also, and probably more importantly, because everybody is, after all, used to it and to a greater or less extent takes it for granted.

On its original publication in *THE ARCHITECTURAL REVIEW*, *OUTRAGE* evidently itself outraged a good many people—borough engineers, municipal councillors, officials of public corporations and other gentlemen in responsible positions. It was, they claimed, inaccurate, one-sided, "precious" and unrealistic—and anyway it isn't *our* fault. These points perhaps merit some attention. *OUTRAGE* was called inaccurate and one-sided because it shows only the bad in what is happening and ignores the good, and also because it paints the entire map of Britain an unrelieved grey. But these accusations really hold very little water, for Mr. Nairn explicitly sets out to show us what is wrong, not what is right, which is entirely legitimate, while the very essence of his argument lies in the inescapable fact that most of England and much of Scotland is to some extent infected. As to "preciousness"—well, it is to be presumed that a lot of people like municipal prettification, but Mr. Nairn has a perfect right to try to convince them that it is all wrong. His arguments in this respect may

"Man and cultivated land in harmony with the wild: Skerry, North Sutherland. Notice that this is unequivocally twentieth century man—the car and lorry, the corrugated iron roofs, the cemented jetty. But it is a supreme example of instinctive feeling for landscape in the way the elements are used—the HOW—an innate tact that makes even the neatest piece of present day town planning look at the same time over-designed and boorish."

*From OUTRAGE
by Ian Nairn*



“OUTRAGE”

appeal only to the aesthetically sophisticated, but one can hardly reject the rest of his case on that account. Unrealistic? This does not seem to hold much water either, unless realism is to be permanently equated with expediency while planning—in the broadest sense—and coordination of effort are to be condemned as unrealistic. For in many of the cases with which Mr. Nairn deals the only remedy needed is a little foresight and a little cooperation amongst public authorities and private organizations. It is largely because of the lack of such foresight and cooperation that outrages are never *our* fault. The buck can usually be passed to an anonymous Department or Ministry or, still better, to something completely abstract like red tape or a state of emergency or a housing shortage. To blame someone else is generally easier than to clean up the mess.

It may be maintained by those who have been to Britain lately that Mr. Nairn is only pointing out the obvious. That this is far from being wholly true is attested by the startled squawks of indignation which mingled with the widespread applause with which *OUTRAGE* was greeted. If it were true it would be no valid criticism; very often it is the obvious that most needs pointing out, and this Mr. Nairn has done with clarity and vigour. But he does not stop there; he also outlines a program of counter-measures. Herein, however, he unfortunately makes the common mistake of oversimplifying his problem, by treating visual outrage *in vacuo* rather than as a particular manifestation of a much wider and more deep-rooted condition. Subtopia and all that accompanies it are, after all, a physical expression of the great social and economic upheavals of the nineteenth and twentieth centuries; a fact which would not be particularly relevant to the content of *OUTRAGE* if it were confined purely to description but is of the most direct relevance to any attempt to prescribe a cure. Mr. Nairn makes such an attempt, but he is, by analogy, prescribing for the symptom rather than for the disease, so that his treatment cannot be more than a palliative rather than a definitive cure. To assume that Subtopia must therefore be accepted as a necessary feature of our and our descendants' time would be an unnecessarily gloomy view of the situation, but Subtopia—and all that it implies—is no simple, clear-cut

problem and has no simple, clear-cut solution. Letters to the paper and protests to local authorities may help, but they get nowhere near the root of the matter.

It will be of considerable interest to anyone connected with urban planning to note that Mr. Nairn, through his implied criticism of the rather loose development that characterizes the New Towns and the L.C.C. out-county estates and his advocacy of a clear distinction between town and country, appears to have got himself solidly embroiled in what is a very live issue in British planning—the high-density versus low-density controversy. It is to be hoped that *OUTRAGE*, if it does nothing else, may provoke a rethinking of this problem which might lead to the production of rather more fact and rather less dogma than has so far been the case. Even if it does not do so, *OUTRAGE* will remain one of the most important documents relating to planning that has been published in recent years. There are plenty of books to tell planners what they should do or try to do; *OUTRAGE* shows us a part of what can and does happen if it isn't done. It shows that planning is vital if our physical environment is not to deteriorate into an ugly uniformity of drabness splashed with garishness; but, more important, it shows that planning must be more than zoning by-laws and street-plans, that it must be a positive, cooperative effort on the part of individuals and private and governmental agencies to create and maintain beauty and visual order as necessary components of the social wellbeing which is the ultimate object of planning. For this reason *OUTRAGE* is not a book only or even primarily for planners—nor was it intended as such. Though it should be on every planner's bookshelf, it should be read by everyone with an interest in the welfare of his community, wherever it may be. For outrage is by no means an exclusively English or Scottish phenomenon. Canada has a lot more land to defile than has Britain, and fewer people to do it; but as anyone who has driven through the outskirts of any of our big cities can testify, they are doing a pretty good job. One can only hope that the lessons of *OUTRAGE* will be heeded here before Canada has as much of its land surface infected as has Britain.

NEW WESTMINSTER, B.C.

NIGEL H. RICHARDSON



The Community Planning News

as well as the

Community Planning Review

**is issued post free
to all members of**

**THE COMMUNITY PLANNING
ASSOCIATION OF CANADA**

**Membership in the Association
costs \$3.00**

77 MacLaren Street

Ottawa 4

COMMUNITY PLANNING REVIEW

Issued to its Members by the Community Planning Association of Canada, 77 MacLaren Street, Ottawa 4.

Membership dues, which include payments for the four issues of the *Review* and the *Community Planning News* (at least six issues yearly), are only \$3.

Separate *Review* subscription: \$2 for four issues, post free.

Any part of the content of the *Review*, except where especially noted to the contrary, may be reproduced provided the source is acknowledged. Contributions dealing with the public interest in regional and urban development are invited, if they can be related to purposes and methods of planning applicable in Canada. The Association as such is not responsible for the statements made or the views expressed by individual authors. Printed at The Runge Press, Ottawa.

REVUE CANADIENNE D'URBANISME

Publication trimestrielle adressée à ses membres par l'Association canadienne d'urbanisme, 77, rue MacLaren, Ottawa 4.

Il n'en coûte que \$3 pour devenir membre de l'Association ce qui donne droit de recevoir les quatre livraisons de la *Revue* et six numéros de *Nouvelles d'Urbanisme*.

Abonnement distinct, \$2 les quatre livraisons, franc de port.

Sauf dans le cas d'interdiction spécialement indiquée, il est permis de reproduire tout article ou toute partie d'article de la présente revue, pourvu que la source en soit indiquée. La direction sera heureuse d'accepter des articles d'intérêt général portant sur l'aménagement régional et urbain, et applicables au Canada. L'Association en tant que telle ne peut être tenue responsable de tout ce qui est publié dans la *Revue*.

NATIONAL OFFICE: 77 MacLaren Street, Ottawa 4

DIVISIONAL OFFICES

Newfoundland..... Law Library, Court House
Duckworth St., St. John's
P.E.I..... c/o J. C. Mountain, Summerside
New Brunswick..... c/o A. L. Gorbell, Town Planning
Commission, City Hall, Moncton
Nova Scotia..... 2 Prince St., Halifax
Québec..... P.O. Box 131, Place d'Armes, Montréal
Ontario..... 32 Isabella St., Toronto
Manitoba..... 223 Curry Bldg., Winnipeg
Saskatchewan..... P.O. Box 73, Regina
Alberta..... 14019-122B Ave., Edmonton
British Columbia..... 1205-736 Granville St., Vancouver